



TO: Planning Commission
FROM: Erik F. Nelson, Senior Planner/Deputy Director
DATE: August 13, 2014
RE: **Comprehensive Plan Public Hearing**

This latest draft of the revised Comprehensive Plan includes the following sections:

- Part 1: Setting the Stage
 - Preface
 - Chapter 1: Vision and Comprehensive Plan Overview
 - Need to add list of existing plans included by reference
 - Chapter 2: Fredericksburg: A Community Profile
- Part 2: Challenges and Opportunities
 - Chapter 3: Transportation
 - Chapter 4: Public Services, Public Facilities, and Preserved Open Space
 - Chapter 5: Environmental Protection
 - Chapter 6: Business Opportunities
 - Chapter 7: Residential Neighborhoods
 - Chapter 8: Historic Preservation in Fredericksburg
 - Chapter 9: Institutional Partnerships
 - Chapter 10: A Sustainable Community
 - In work – anticipated completion by September
- Part 3: Land Use
 - Chapter 11: Land Use Plan
 - Chapter 12: Planning Areas (with draft maps)

Appendices will include the following:

- Action Plan
- Bibliography
- Glossary
- Public participation process and list of comments received, but not incorporated

The Plan has incorporated all of the comments received so far from individuals and groups. The transportation section has been forwarded to the Virginia Department of Transportation, for its review (required by law). Following the public hearing in August, staff will complete the document before the Planning Commission's September 24 meeting. A final public hearing will occur on October 8 and the Commission is scheduled to forward the draft plan to City Council, with a recommendation, at its meeting on October 29th.

Part I:

Setting the Stage

Setting the Stage

In 2007, the City Council adopted a Vision Statement to guide Fredericksburg toward its 300th anniversary in 2028. This Comprehensive Plan provides the framework for the community to attain that vision – addressing current conditions, defining goals for the future, and providing strategies that reconcile the existing conditions and the City’s desired outcomes. This Part I of the Comprehensive Plan sets the stage with a clear statement of vision, a brief overview of what a comprehensive is supposed to be, and a presentation of facts that provide a community profile.

- Preface
- Chapter 1: Vision and Comprehensive Plan Overview
- Chapter 2: Fredericksburg: A Community Profile

Preface

Fredericksburg, Virginia, December 2014

This Comprehensive Plan has been prepared to guide decision making. It is to be used to help the City of Fredericksburg move forward in a manner that embraces local values and achieves the City's vision for itself.

The Fredericksburg City Council adopted its last comprehensive plan in 2007. A year later, the nation experienced a severe economic downturn that had a tremendous impact on the available revenues that are used to cover local government costs. The local real estate market dropped, although not as significantly as it did in some parts of the country, due to the City's favorable location as a part of the Northern Virginia/Washington D.C. metropolitan area. Still, some area housing lost value and many local businesses are still trying to recover. At this time, the City is beginning to see renewed investment in the community and this revised Plan renews the City's policies to guide the anticipated growth.

This Comprehensive Plan is organized as follows:

- Part I: The City's vision, plan overview, and community profile
- Part II: Challenges and Opportunities
- Part III: City land use map and designated planning areas
- Part IV: The Action Plan
- Part V: Bibliography

Chapter 1:

Vision and Comprehensive Plan Overview

Introduction

The concept of the public welfare is broad and inclusive. The values it represents are spiritual as well as physical, aesthetic as well as monetary. It is within the power of the legislature to determine that the community shall be beautiful as well as healthy, spacious as well as clean, well-balanced as well as carefully patrolled.

Supreme Court Justice William O. Douglas

The ability of the City of Fredericksburg to direct its own future lies principally in its authority to regulate land use and in the wisdom of the City Council's decisions when investing in public improvements. A Comprehensive Plan provides the adopted policies that are used to guide the City toward its stated objectives. Planning is ongoing, however, in a dynamic process that includes professional analysis and citizen participation.

When people define the qualities that make Fredericksburg an attractive place to live and do business, they often resort to phrases like *quality of life, small town atmosphere, and sense of place*. These words express the values of the community, but if they are to remain a reality, they must be sustained and enhanced through specific policies. Places with a good quality of life are places that ensure maximum opportunity for social encounter and exchange in public places, as citizens attend to their daily activities. Attention to the community's physical, social, and economic attributes is the key to maintaining an authentic sense of place.

Vision Statement

In 2007, the Fredericksburg City Council adopted a Vision Statement that sets out the community's fundamental values as it approaches the 300 year anniversary of its existence. The following is the Council's Statement:

Since the City's founding in 1728, the citizens of Fredericksburg have overcome many challenges, created the character of the City, and ensured its extraordinary role in our Nation's history. During our stewardship of this great City, we resolve to build on this heritage and add our mark on the City's history.

The City Council's vision for Fredericksburg at its 300th Anniversary is:

- *To be a city animated by a sense of its unmatched, irreplaceable history;*
- *To be a city characterized by the beauty of its riverfront, the vibrancy of its downtown, and its safe and attractive neighborhoods;*
- *To be a city inspired by active arts, cultural, and education communities;*
- *To be a city shaped by civic involvement and economic vitality; and*
- *To be the city of choice for people of many income levels, cultures, ethnicities, and physical abilities to live, work, and play.*

The Comprehensive Plan

Authority

The Commonwealth of Virginia requires a local governing body to adopt a comprehensive land use plan, prepared by the local planning commission, for the physical development of the jurisdiction. The specified process is to study existing conditions, growth trends, and probable future requirements and then develop a plan for "the purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the territory, which will, in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants, including the elderly and persons with disabilities (Code of Virginia Section 15.2-2223.A)."

The Comprehensive Plan is to be general in nature, designating the general or approximate location, character, and extent of transportation improvements, new or improved facilities, and development areas. When evaluating growth trends, localities must use the official estimates of either the Weldon Cooper Center for Public Service of the University of Virginia, the Virginia

Employment Commission, the United States Census Bureau, or other official government projections required for federal transportation planning (Code of Virginia Section 15.2-2223.1).

Previous Planning

The City's first Comprehensive Plan was adopted in 1970. It contained a thorough analysis of Fredericksburg's population, economy, transportation network, housing supply, and public services and facilities and then presented a recommended land use plan. This overall plan was not updated again until 1981, but included a large public participation component when that process finally occurred. The annexation of 4.4 square miles from Spotsylvania County in 1984 required a plan be developed for this new city area, which was completed in 1987. Subsequent plans, completed in 1993, 1999, and 2007, had significant public input and this emphasis on citizen participation continues.

Plan Implementation

The Zoning Code is the principle vehicle for implementing a comprehensive plan. These local ordinances regulate the use, density, location, division, and construction upon virtually all properties within the City, except for State and Federal lands. The objectives of the Chesapeake Bay Act and other environmental regulations are also translated into local ordinances, for their local application.

Public Facilities Review

The Comprehensive Plan includes recommendations for public facilities, noting their approximate location, character, and extent. The Plan also indicates whether public facilities are to be newly constructed, expanded, relocated, abandoned, or changed in their use. When public action is planned for a public facility, the Planning Commission must certify that the proposed public action is in substantial compliance with the adopted Plan. If a proposed action is found not to comply with the adopted Plan, the public project must be modified so that it complies with the Plan or the Plan must be amended, with appropriate public participation, to accommodate the facility.

Capital Improvements Program

A Capital Improvements Plan (CIP) is a principle guide for carrying out the recommendations of the adopted Comprehensive Plan. Developing a CIP allows the City to anticipate revenues and capital expenditures, so it can prioritize capital projects and ensure that finite financial resources are used effectively. The CIP is updated annually, in conjunction with the City budget.

Transportation Plan

The Comprehensive Plan must include a transportation plan that has been reviewed by the Virginia Department of Transportation. This element of the Comp Plan will show the City's infrastructure needs as well as all proposed road projects and road improvements, with maps and cost estimates. Further, the transportation plan must include alternative modal facilities such as rail and bus stations, bicycle and pedestrian accommodations, bridges, and so on. The hierarchy of roads (highways, arterials, collectors, etc.) will also be made clear.

Proffers/Pro Rata Funding

The Code of Virginia allows localities to accept voluntary proffers from property owners seeking to develop their land, as a means to help fund community facilities and infrastructure that will be required as a result of the development. In addition, the State Code allows the City to seek pro-rata funding and availability fees from developers, to help pay for extending and expanding public facilities needed to serve the new development.

Regional Cooperation

The City of Fredericksburg and adjacent counties have addressed many issues on a regional basis. Ongoing collaboration is found in the areas of transportation, stormwater management, water supply planning and distribution, sewage treatment, public safety, and other important community needs.

Plan Framework

This Comprehensive Plan lays out a specific framework for reaching the goals envisioned for Fredericksburg's future. They are first organized by geography and then by issues applicable City-wide. In each chapter, these goals are made operational by an accompanying set of policies and initiatives. At the conclusion of the plan, the entire set of initiatives creates an action plan.

Previous Planning

Fredericksburg has already accomplished a large amount of planning related to certain capital improvements, transportation, and special plan areas. Planning documents already in place include the following:

xx

Chapter 2:

Fredericksburg Today

Introduction

Fredericksburg, Virginia encompasses approximately 10.5 square miles of land, located midway (50 miles in either direction) between Washington D.C. and Richmond, Virginia. The City is within the George Washington Regional Planning District (Planning District 16), which includes Fredericksburg and four counties. The latest Census count shows this planning district as having a population of 327,773 persons, with a growth rate that is one of the fastest in the Commonwealth. The City is the regional center for administration, professional services, finance, higher education, medicine, and commerce. In addition, the City's rich history serves as a basis for tourism.

Population

Fredericksburg experienced significant population growth between 1980 and 1990, primarily due to new development and annexation of a 4.4 square mile land area. Growth between 1990 and 2000 was slower, but began to increase substantially after 2000. Fredericksburg's population changes over the past 80 years are shown in Table 2-1.

Table 2-1. Fredericksburg's Population Growth

Year	Population	Percentage change
1950	12,158	20.1
1960	13,369	10.0
1970	14,450	8.1
1980	15,322	6.0
1990	19,027	24.2
2000	19,279	1.3
2010	24,286	26.0

Source: U.S. Census Bureau

Population Projections

The Weldon Cooper Center for Public Service (University of Virginia) is a recognized source of reliable and up-to-date statistical information. Additional demographic and economic data comes through the Virginia Employment Commission (VEC). The various growth projections shown below are consistent with data that is used by state and local governments throughout the Commonwealth. Fredericksburg's projected growth is shown in Table 2-2.

Table 2-2. Fredericksburg's Overall Population Projections

Census	Population	Percent change
2010	24,286	25.97
2020	26,646	9.72
2030	28,384	6.51
2040	29,926	5.40

Source: U.S. Census Bureau

Note: The Weldon Cooper Center estimates Fredericksburg's population for 2013 to be 27,945 people, which is higher than what was previously projected for 2020 and shown above. These various figures should be seen in relative terms, though, to be compared to similarly derived figures to reveal trends.

The projected growth for the entire region is where the impact of area growth becomes more evident. The Weldon Cooper Center uses available data from the U.S. Census and the VEC, and Table 2-3 shows total population projections for the five jurisdictions that comprise the George Washington Region.

Table 2-3. George Washington Region (PD 16) Population Projections

Year	2010	2020	2030	2040
Population	327,773	429,544	560,154	731,196

Source: Weldon Cooper Center

The region's prevailing development pattern is low density suburban, which leaves great physical distances between complementary land uses - such as between home and work, home and school, home and shopping and so on. The unintended consequence of this de-centralized development pattern is that it requires significant public investments in infrastructure, which are beyond the capacity of suburban jurisdiction's to sustain. State and federal budgets, which have traditionally subsidized the counties, are increasingly constrained, so the transportation needs of the region will invariably continue to exceed available funding to address them. Local jurisdictions have recognized they need to reverse the trend of decentralized growth and are using FAMPO's planning capabilities to examine land use and transportation together, to

evaluate potential alternatives. Fredericksburg is already a relatively compact jurisdiction, but various improvements within the City are still needed to better knit the community together.

Within the overall projections are more detailed data that suggest the specific impacts of the increasing population. The breakdown of the population projections is shown in Table 2-4.

Table 2-4. Fredericksburg Population Projections by Age Group

Age Group	2010 (Census)	2020 (projection)	2030 (projection)	2040 (projection)
Under 5 years	1,590	1,660	1,766	1,887
5 to 9 years	1,418	1,379	1,517	1,572
10 to 14 years	1,083	1,233	1,248	1,334
15 to 19 years	2,389	3,156	2,973	3,287
20 to 24 years	3,948	4,251	4,690	4,768
25 to 29 years	2,216	2,085	2,669	2,526
30 to 34 years	1,592	1,809	1,887	2,093
35 to 39 years	1,402	1,609	1,467	1,887
40 to 44 years	1,330	1,364	1,501	1,574
45 to 49 years	1,431	1,399	1,556	1,425
50 to 54 years	1,322	1,349	1,340	1,483
55 to 59 years	1,163	1,378	1,306	1,459
60 to 64 years	989	1,149	1,136	1,135
65 to 69 years	677	945	1,085	1,033
70 to 74 years	502	788	887	881
75 to 79 years	444	458	620	715
80 to 84 years	396	290	441	499
85 years & over	394	344	295	368
Total	24,286	26,646	28,384	29,926

Source: Weldon Cooper Center

Based on this breakdown by the Weldon Cooper Center, the City's future population shows an increase in the school age population of more than 850 children between 2010 and 2020.

Following that growth period, however, the number of children is projected to remain relatively stable, through 2030, but will begin to increase again by around 450 children through 2040.

The elderly population is projected to increase in real numbers, but remain a relatively constant percentage of the overall population. The population 55 years and over is projected to increase from 18.8 percent of the overall population to around 20 percent. The elderly population, if defined as those persons 60 years and older, constitutes 14 percent of the overall population and is projected to comprise no more than 15.5 percent of Fredericksburg's citizens.

The relatively minor growth in the elderly population is based on Census data that shows a significant demographic trend. Since the mid 2000s, more young families are staying in Virginia's urban areas to raise children and enroll them in urban school systems. Previously, many families chose to move to the suburbs before enrolling children in school. At the other end of the demographic spectrum, retirees are drawn to urban areas, where they find services, entertainment, and cultural opportunities, but they are choosing to actually reside in the surrounding suburban jurisdictions, where they find lower housing costs.

Virginia's independent cities are projected to see growth in young couples with children, which will invariably cause school enrollment to increase. On the other hand, this trend includes people in their prime working years, drawn to an urban environment where they anticipate helping to pay for urban amenities, including good schools.

Racial and Ethnic Diversity

In 2000, 73 percent of the City was white, 20 percent African-American, and the rest classified as other races. By 2010, the white population had dropped as a percentage, while the African-American population had increased slightly as a percentage. Of interest is the continuing increase in the Hispanic/Latino community. In 2000, 4.9 percent of the population was defined as Hispanic/Latino. Ten years later, this ethnic group has increased to 10.7 percent. The Hispanic/Latino population overlaps racial categories, as shown in Table 2-5, below.

Table 2-5. Racial Diversity in Fredericksburg, 2010

Race	Census	Percentage of Total
White	15,596	64.2
African-American	5,498	22.6
Asian	689	2.8
Other	2,503	10.3
Ethnicity		
Hispanic/Latino	2,607	10.7

Source: U.S. Census Bureau

Over time, the City's racial composition is expected to change, as shown in Table 2-6. White and African-American groups will grow slightly in real numbers, but diminish as a percentage of the overall population. The percentage of other racial groups will grow and the ethnic Hispanic population will continue to increase significantly. These categories should not be interpreted as being scientific or anthropological in nature. Instead, they reflect self-identification during the 2010 Census count, according to the groups with which people identify.

Table 2-6. Population Projections by Race/Ethnicity

Race	2020 pop.	Percent	2030 pop.	Percent	2040 pop.	Percent
Total	26,646		28,384		29,926	
White	15,220	57.1	15,084	53.1	15,288	51.0
African-Am	6,524	24.5	6,442	22.7	6,246	20.9
Asian	1,080	4.1	1,435	5.1	1,826	6.1
Other	3,822	14.3	5,423	19.1	6,566	21.9
Ethnicity						
Hispanic/Latino	4,037	15.2	5,588	19.7	6,860	22.9

Source: U.S. Census; VEC

Economic Context

The City of Fredericksburg is located at the southern edge of the Washington-Arlington-Alexandria Metropolitan Statistical Area (MSA). An overall combined MSA encompasses Northern Virginia, Washington D.C. and a large part of Maryland, including the City of Baltimore. The discussion of economic context within this Plan is limited to the Northern Virginia MSA. The entire Washington-Arlington-Alexandria MSA has a population of 5.4 million and is the ninth largest MSA in the nation. The largest employer in this Northern Virginia MSA is the sector known as Professional, Scientific, and Technical Services., which reported overall sales of \$98.1 billion in 2007. The next four largest employers in the MSA, in descending order, are as follows:

- Retail trade
- Health care and social assistance
- Administrative and support and waste management and remediation services
- Accommodations and food services

This data on the Northern Virginia MSA shows the economic context within which the City of Fredericksburg has grown. The City retains its local identity, but its proximity to government employment centers in and around Northern Virginia and Washington D.C. has had a profound effect on its office, retail, and residential market conditions. Continued investments to improve transportation within the Interstate-95 corridor (both roads and rail) will bring considerably more growth to the Fredericksburg area.

Within the George Washington Regional Planning District, Fredericksburg's economic activity relates to the following four key areas (not listed in order of magnitude):

- A regional retail/commercial center (Central Park and Celebrate Virginia)

- Two major institutions (University of Mary Washington and Mediacorp Health Systems)
- History-based tourism and visitation
- Proximity to employment centers in Northern Virginia and Washington D.C.

The City's and the region's population growth are heavily related to the availability of employment in the Northern Virginia MSA, which is evident in commuter travel patterns.

Commuting Patterns

Over half of the workers who live in Fredericksburg commute to jobs outside the City. As noted above, the strong economy in Northern Virginia and Washington D.C. is a significant source of employment. Fredericksburg, however, also continues to be a strong regional employment center in its own right, which brings a large number of people into the City on a daily basis. The influx of thousands of workers to Fredericksburg businesses presents significant economic opportunities. Table 2-7 shows the existing commuting patterns.

Table 2-7. Fredericksburg Commuting Patterns

Commuting pattern	Number of commuters
People who live and work in the area	2,085
In-Commuters	20,670
Out-Commuters	8,804
Net In-Commuters (In-Commuters less Out-Commuters)	11,866

Source: Commuting patterns are no longer derived from the Decennial Census. The above data is developed by the VEC, using the U.S. Census Bureau's OnTheMap application and LEHD Origin-Destination Employment Statistics.

The following chart shows the top 10 Places from which commuters come to Fredericksburg

Area of Origin	Workers
Spotsylvania County	6,632
Stafford County	3,905
Prince William County	813
Fairfax County	756
Caroline County	743
King George County	632
Orange County	613
Loudoun County	508
Henrico County	330
Fauquier County	327

Table 2-8 shows number and type of businesses established in Fredericksburg and the number of workers employed.

Table 2-8. Employment Distribution in Fredericksburg

Industry Group	Establishments	Percent of total	Employees	Percent of total
Health Care and Social Assistance	309	19.3	6,442	26.4
Accommodation and Food Svcs.	173	10.8	4,125	16.9
Retail Trade	229	14.3	3,740	15.3
Education Svcs.	26	1.6	2,009	8.2
Public Administration	44	2.7	1,194	4.9
Professional Scientific & Technical Svcs.	194	12.1	955	3.9
Finance and Insurance	105	6.6	746	3.1
Other Services	134	8.4	707	2.9
Company Mgmt.	10	0.6	696	2.8
Information	28	1.7	688	2.8
Admin, Support, Waste Mgmt., Remediation	57	3.6	669	2.7
Construction	82	5.1	563	2.3
Wholesale Trade	66	4.1	475	1.9
Real Estate	78	4.9	428	1.8
Arts, Entertainment, and Recreation	20	1.2	383	1.6
Transportation & Warehousing	19	1.2	307	1.3
Manufacturing	23	1.4	223	0.9
Other	6	0.4	75	0.3
Totals	1,603	100	24,425	100

Source: Virginia Employment Commission for third quarter, 2013

The above industry groups are instructive for regional comparisons, but the specific employers show the diversity of the local economy. Like most communities, Fredericksburg's largest employers are public and non-profit institutions. Mary Washington Hospital is the City's largest employer, followed by the University of Mary Washington. The third largest employer is the

City government itself. The following list shows the relative size of the City's major employers, in descending order.

Fredericksburg's 50 Largest Employers

1. Mary Washington Hospital	26. Temporary Solutions
2. University of Mary Washington	27. Cracker Barrel Old Country Store
3. City of Fredericksburg	28. Target Corp.
4. Mediacorp Health System	29. Dream Envy, Ltd.
5. Fredericksburg City Public Schools	30. The Wood Company
6. WalMart	31. Coca Cola
7. Wegmans	32. Kohl's Department Store
8. Snowden Services, Inc.	33. Minnieland Private Day School
9. Rappahannock Regional Jail	34. Central Park Fun Land
10. Free Lance-Star Publishing, Inc.	35. Burger King
11. Rapp. Area Community Services Bd.	36. Fredericksburg Senior Care, Inc.
12. OS Restaurant Services, Inc.	37. IHOP
13. Home Instead Senior Care	38. Mountain Lake Hotel
14. McDonald's	39. Dare Unlimited, LLC
15. Rehab Hospital of Fredericksburg	40. Hughes Home, Inc.
16. Lowe's Home Centers, Inc.	41. Giant Food
17. Quarles Petroleum, Inc.	42. Shore Stop Store
18. Rappahannock Goodwill Industries, Inc.	43. Labor Force of Virginia
19. Central Rappahannock Regional Library	44. Fredericksburg Christian School
20. United States Postal Service	45. Essex Partners, Inc.
21. Fredericksburg Orthopaedic	46. W.C. Spratt, Inc.
22. Red Lobster & Olive Garden	47. Chick-Fil-A of Central Park
23. Best Buy	48. Labor Ready Mid-Atlantic, Inc.
24. ECC Enterprises Holding Company	49. Ale House Holdings, LLC
25. The Home Depot	50. Castiglia's Italian Restaurant

Source: VEC; Quarterly Census of Employment and Wages, 3rd Quarter 2013

Unemployment Rate

A community's rate of unemployment is measured as a percentage of the labor force. Table 2-9 shows the City's unemployment rate over an 11-year period. The impact of the economic

downturn of 2008 is evident as are the changes beginning in 2012, which suggest that local unemployment is finally beginning to diminish.

Table 2-9. Fredericksburg's Unemployment Rates

Year	Fredericksburg	Virginia	United States
2003	5.2%	4.1%	6.0%
2004	4.7%	3.7%	5.5%
2005	4.4%	3.5%	5.1%
2006	3.9%	3.0%	4.6%
2007	4.5%	3.1%	4.6%
2008	6.0%	4.0%	5.8%
2009	9.7%	7.0%	9.3%
2010	9.6%	7.1%	9.6%
2011	9.6%	6.4%	8.9%
2012	8.5%	5.9%	8.1%
2013	7.6%	4.8%	6.5%

Source: VEC; Local Area Unemployment Statistics

Military Bases

There are three military bases in the region – Marine Corps Base Quantico, Naval Service Warfare Center Dahlgren, and Fort A.P. Hill. These facilities support research and development, strategic combat planning, and training for the armed forces and several Federal law enforcement agencies.

Economic Projections

In 2006, The Economic Development Authority (EDA) completed a comprehensive analysis of the City's economic development opportunities, within the larger context of the regional planning district and the Northern Virginia MSA. Their analysis showed that Fredericksburg was well-positioned to capture a large share of the region's projected office, retail, and residential growth. The 2008 economic downturn temporarily curtailed this economic growth, but the findings and the identified opportunities in the EDA's analysis are still valid within the larger economic context. As a consequence, the areas of the City previously identified for new development and redevelopment will continue to be noted in the specific planning areas where those opportunities exist.

Summary of Conclusions and Trends

Demographics

The available data shows the City population increasing more than ten percent between 2010 and 2020. The various age groups will not all increase in the same manner, though. The elderly population will remain a consistent percentage of the overall population, while the number of young families will increase. Retirees are certainly interested in urban amenities, but many are choosing to live in nearby suburban jurisdictions, where they have access to the City, while presumably paying less in taxes. This trend is different from earlier projections of a heavy influx of older persons into the City, which current statistics do not support.

Demographic changes are always examined for impacts to local schools and the latest data shows a steady increase of school age children through 2020. This trend is a direct result of younger couples choosing to stay within their urban communities. Previously, a great many couples would move to suburban jurisdictions when their children reached school age. The accepted wisdom was that suburban school systems were somehow better. Increasingly, though, young couples are choosing to place their children in urban school systems and the number of school age children in Fredericksburg is projected to increase by more than 850 children between 2010 and 2020. After 2020, the increase in school age children is projected to stabilize.

Economics

From an economic standpoint, the Northern Virginia/Washington D.C. area will continue to be an employment center for a significant number of Fredericksburg residents. As a regional hub, though, Fredericksburg also draws more than 20,000 workers into the City on a daily basis. This increase in the daily population of Fredericksburg provides significant opportunities for business services, restaurants, and sales. Tourism is not as large an economic factor as has been thought previously, but with new special events and large group visits generating increased visitation, it remains an integral part of the area's economic vitality and growth.

Part II:

Challenges and Opportunities

Background:

Fredericksburg's economic geography revolves around its historic downtown, various business districts, and the network of road corridors that serve both local and regional needs. The character of the City, however, is also identified with the Rappahannock River, a portion of the Fredericksburg and Spotsylvania National Military Park, and institutions such as the University of Mary Washington and Mary Washington Hospital. Each of the following chapters describes existing conditions and then outlines strategic policies and actions that keep the focus on the goals and objectives of this Plan.

Part II of Fredericksburg's Comprehensive Plan discusses challenges and opportunities in the following broad categories:

- Chapter 3: Transportation
- Chapter 4: Public Services, Public Facilities, and Preserved Open Space
- Chapter 5: Environmental Protection
- Chapter 6: Business Opportunities
- Chapter 7: Residential Neighborhoods
- Chapter 8: Historic Preservation in Fredericksburg
- Chapter 9: Institutional Partnerships
- Chapter 10: A Sustainable Community

Chapter 3:

Transportation

The purpose of transportation is to bring people and goods to places where they are needed, and to concentrate the greatest variety of goods and people within a limited area, in order to widen the possibility of choice without making it necessary to travel. A good transportation system minimizes unnecessary transportation; and in any event, it offers change of speed and mode to fit a diversity of human purposes.

Lewis Mumford

Background

The City of Fredericksburg lies midway between Richmond, Virginia and Washington D.C. The Rappahannock River, roads, railways, and state and federal highways have successively linked the City to the broader economy. Transportation challenges in Fredericksburg fall into two main categories. The first is inter-regional and interstate through-traffic, which includes commuter traffic, along major corridors such as Interstate-95, U.S. Routes 1 and 17, and State Route 3. The mode of travel is by automobile, bus, vanpool, and railway. The second category is local transportation that includes various modes of travel, both motorized and non-motorized, within the City boundary. The overall transportation system consists of a coordinated hierarchy of interstate highways, regional arterial roads, local collector roads, and neighborhood streets. In addition to its road network, the City seeks to ensure the community is accessible to all persons, by emphasizing pedestrian sidewalks and trails, bicycle facilities, and fully accessible transit. This attention to universal accessibility facilitates mixed-use development, promotes economic development, and enhances environmental protection.

A Multi-Modal System

Vibrant urban communities invariably have transportation systems that accommodate a variety of human purposes. To achieve this end, however, planning must ensure the community is open to all of its citizens. Urban places simply do not function well with only one mode of travel. The most sustainable transportation system is multi-modal – an integrated and balanced system of access and mobility. Streets that provide multi-modal opportunities are said to be *Complete Streets* (which is discussed further below). Key factors in Fredericksburg’s

developing transportation system are enhanced transit, facilities for walking/cycling, and interconnected streets that reduce congestion and traffic choke points.

The City of Fredericksburg is a member of the Fredericksburg Area Metropolitan Planning Organization (FAMPO), which engages in regional transportation planning. The City's projects are included in the FAMPO long range plan, which is updated on a regular basis and used to program funding for design and construction. The latest long range plan, adopted in 2013, has a planning window that extends to 2040. Federal regulations require that regional plans be financially constrained, which means that the proposed projects within the plan cannot exceed the amount of funding projected to be available, from all sources, for the period of the plan.

Bicycle and Pedestrian Facilities

Pedestrian access in Fredericksburg is a mixed system. In general, older areas of the City have complete and connected sidewalks and provisions for safe street crossings. These areas are considered walkable. Other areas of the City, such as the neighborhoods along major transportation corridors, were designed for automobile traffic. Recognizing the limitations of only one mode of access, the City has developed a pathways plan that treats sidewalks and trails as critical infrastructure rather than as amenities. The overriding goal is to ensure that everyone has safe access to the overall community. Table 3-1 shows existing and planned multi-use trails. There are many footpaths throughout the City, but the following trails are paved and large enough to serve both pedestrians and cyclists. Their location is shown on Map 3-1.

Table 3-1. Fredericksburg's Paved Trails Network

Name	Length (in miles)	Status
Canal Path	1.5 (Pr. Anne St - Fall Hill Ave)	Completed in 1983
Cowan Boulevard	1.75	Completed in 2003
Rappahannock River Heritage Trail	1.6	Completed in 2013 - connects both ends of the Canal Path
Virginia Central Railway Trail	2.5	Completed in 2014
Fall Hill Ave./Mary Washington Boulevard	2.3	Publicly funded – to be built in conjunction with new road
Lafayette Boulevard	1.5	In plan; 0.4 miles privately funded
North-South Trail	1.45 (Fall Hill Ave to Route 3)	In plan (privately funded)
Plank Road Trail	1.0	In plan (publicly funded)
Total mileage within the network:	13.6	
Total miles completed:	7.6 (56 percent)	

Map 3-1. Fredericksburg's Trails Network

The City has developed a pedestrian/cycling master plan, called *Fredericksburg Pathways* (2006). Multi-use paths are being constructed as part of all roadway improvement projects. Other trails are being constructed on their own alignment. As trails are developed within the existing roadway system, the inevitable conflicts between different modes of travel must be addressed. Initial construction of a trail usually includes at-grade crossings, with pedestrian signals and appropriate signs to ensure user safety. The long-term goal, however, is to remove at-grade crossings, as practicable. As an example, the new Fall Hill Avenue roadway bridge over the Rappahannock Canal was constructed so the Canal Path would pass underneath it. The following at-grade crossings can also be made safer with bridges:

- VCR Trail at Lafayette Boulevard and Blue and Gray Parkway
- VCR Trail at Jeff Davis Highway
- VCR Trail at Interstate-95 (tunnel under interstate to connect to trails in Spotsylvania County)

A private group called Fredericksburg Area Trail Maintenance and User Group (FATMUG) has been developing off-road trails in the natural areas upstream from the old Embrey Dam site. These facilities are carefully constructed to national standards to avoid erosion and damage to the natural landscape. To reach these challenging recreational trails, FATMUG has also constructed a pathway along the Rappahannock River that links the unpaved road from Fall Hill Avenue to the old dam site and the natural surface trails in that area. As with the recreational trails, this riverside trail has been built to nationally recognized standards for trails that must course through wet terrain.

In addition to the local trail network, the City has worked with the East Coast Greenway Alliance to bring that major north-south recreational route through Fredericksburg. This 3,000 mile network of multi-use trails is a work in progress, connecting cities, suburbs, and countryside from Maine to Miami. This urban version of the Appalachian Trail crosses the Rappahannock River on the Chatham Bridge and planned improvements to the bridge will provide a safer crossing than currently exists on that 1940s-vintage structure. At present, a one-mile section of the Virginia Central Railway Trail (from Essex Street to the Blue and Gray Parkway) has been designated a portion of the main route of the East Coast Greenway. This section is an off-road alignment, which is preferred for enhanced safety.

Streets

A number of major transportation routes run through the City of Fredericksburg. Interstate-95 bisects the City on a north-south axis, with Washington D.C. to the north and Richmond to the south. This route is discussed further below, under Highways. Another major north-south road

is U.S. Route 1. Roads running east-west include State Route 3 and U.S. Route 17. A network of collector and local streets provide mobility around the City as well as connections to the primary routes.

Two sets of one-way streets accommodate traffic within Fredericksburg's downtown. The William – Amelia Streets corridor serves east-west traffic, while the Princess Anne – Caroline Streets corridor handles north-south traffic. Consideration should be given to returning the one-way traffic patterns to the traditional two-way traffic pattern, to enhance safety and promote development. Challenges, however, include a lack of alleys and loading zones for downtown deliveries. At present, curbside management consists of allowing delivery trucks to block a lane of traffic, which makes the second lane critical to continued circulation.

Fredericksburg has two major barriers to travel. The Rappahannock River blocks north-south travel and Interstate-95 constrains east-west travel. There are five river bridges within the City, including Interstate-95, the Falmouth Bridge (U.S. Route 1 Bypass), the Chatham Bridge (Business Route 3), the railway bridge, and the Mayfield Bridge (State Route 3 Bypass). For east-west travel, there are three roads that cross over the interstate in Fredericksburg – State Route 3, Cowan Boulevard, and Fall Hill Avenue. Interstate-95 is part of the National Highway System and the only interchange within the City is at State Route 3.

A major road improvement project currently underway is the widening of Fall Hill Avenue. The scope of work also includes construction of a new road between Fall Hill Avenue and Mary Washington Boulevard, which will provide a connection to the U.S. Route 1 Bypass. This project includes a new bridge across Interstate-95, an improved intersection at Mary Washington Boulevard and the U.S. Route 1 Bypass, and provision of pedestrian facilities. Table 3-2 identifies projects within the City of Fredericksburg, for which funding is anticipated to be available during the 25 year period of the constrained regional plan. Table 3-3 shows roadway needs that could not be included in the FAMPO long range plan because funding is not anticipated to be available until after 2040. Map 3-2 shows the location of these roadways.

Highways

Interstate-95 serves as the primary north-south highway for the Eastern United States. This route carries more than 160,000 vehicles per day through the Fredericksburg region and congestion and safety are constant considerations. The Virginia Department of Transportation is constructing high occupancy vehicle/toll lanes within the interstate alignment. These express lanes will increase the capacity of the interstate, but manage traffic congestion by encouraging car-pools of three persons or more. Car pools will not pay a toll, but vehicles occupied by less

than three persons will be able to use the express lanes by paying a variable toll, based on traffic. When the express lanes are in heavy use, the toll will be quite high. When less heavily used, the toll will be lower. The HOV/HOT lanes will be extended through Fredericksburg by 2025, which will have a profound impact on the City's growth and development.

A new interchange is also planned in the Celebrate Virginia area, to relieve congestion at the Interstate-95/State Route 3 interchange by diverting commuter traffic to a point farther west on State Route 3. This project has funding in place for preliminary engineering.

Table 3-2: FAMPO 2040 Constrained Long Range Plan - Fredericksburg Projects.

Street Name	Location (From-To)	Description	Cost/Time Frame
Interstate-95 (Regional)	Between U.S. 17 (Stafford) and State Route 3	Improvements and new interchange - environmental study	\$10,000,000 for preliminary engineering/ 2016-2025
Interstate-95 HOV/HOT Lanes (Regional)	Garrisonville Rd. (Stafford) to Exit 126 (Spotsylvania)	Add HOV/HOT lanes	\$735 million/ 2021-2025
Rappahannock Parkway Toll Road (Regional)	Interstate-95, at Celebrate VA, to Gordon Road (Spotsylvania)	Construct limited access toll road	\$1,000,000 for preliminary engineering/ 2016-2020
Falmouth Bridge (Regional)	U.S 17 (Falmouth intersection) to Princess Anne Street	Replace bridge with 6-lane facility, with bicycle/pedestrian facilities	\$51,049,000/ 2021-2025
Lafayette Boulevard	Blue and Gray Pkwy to Sophia Street	Roundabout at Kenmore Avenue; parking; intersection safety improvements	\$5,160,000/ 2021-2025
Lafayette Boulevard	South city limit to Blue and Gray Pkwy	Widen to 4-lane divided road with bicycle/pedestrian facilities	\$2,000,000 for preliminary engineering/ 2021-2030
Gateway Boulevard, extended	Route 3 to Cowan Boulevard	Construct 4-lane divided road with bicycle/pedestrian facilities	\$15,000,000 (private)/when development occurs
Gateway Boulevard extended	Cowan Blvd to Fall Hill Ave	Construct 4-lane divided road with bicycle/pedestrian	\$15,000,000 (private)/when development occurs

		facilities	
William Street	Gateway Blvd. to Blue & Gray Parkway	Widen to 6 lanes with bicycle/pedestrian facilities	\$28,122,000/2026-2030
U.S. Route 1 Bypass/State Route 3 interchange	Interchange	Replacement study	\$5,700,000 for preliminary engineering/2031-2040
U.S. Route 1 Bypass/William Street	Interchange	Replace bridge (no added capacity)	\$6,036,000/2016-2020
U.S. Route 1 Bypass	Hazel Run bridge	Replace bridge (no added capacity)	\$3,936,000/2016-2020
U.S. Route 1 Bypass	Canal bridge	Replace bridge (no added capacity)	\$4,351,000/2016-2020
U.S. Route 1 Bypass widening	Telegraph Road (Stafford) to Massaponnac Church Road (Spotsylvania)	Widening and operational improvements	\$11,000,000 for preliminary engineering
Princess Anne Street	U.S. Route 1 Bypass to Herndon Street	Reestablish drainage and resurface	\$1,480,000/2016-2020
Chatham Bridge (Regional)	Rappahannock River bridge	Replace bridge, to include improved bicycle/pedestrian facilities	\$42,978,000/2031-2035
Fall Hill Avenue/Mary Washington Blvd.	Gordon W. Shelton Blvd. to Mary Washington Blvd.	Widen Fall Hill Ave. to four lanes, with bicycle/pedestrian facilities; extend Mary Washington Blvd.	\$47,726,000/2016-2020

Table 3-3: Projects Not Yet Included in the Long Range Plan (financially constrained).

Street Name	Location (From-To)	Description	Anticipated Cost
Interstate-95	Interstate-95, at Celebrate VA, to Gordon Road (Spotsylvania)	New interchange and limited access toll road	\$400,000,000 for right-of-way and construction
Lafayette Boulevard	South city limits to Blue and Gray Pkwy	Widen to 4-lane divided road with trail and sidewalk	\$25,000,000 for right-of-way and construction
U.S. Route 1 Bypass	Blue and Gray Pkwy to River	Upgrade with turn lanes and intersection improvements	\$66,000,000

Map 3-2. Fredericksburg's Roadway Plan.

Transit

The City of Fredericksburg operates the FREDericksburg Regional Transit (FRED), a bus system that serves the greater Fredericksburg area. It began operations in December 1996 and became an immediate success because of innovative partnerships, attention to modal connections, and a conscientious responsiveness to community needs. In addition to service within the City limits, FRED also provides deviated fixed routes and shuttle service to the Counties of Spotsylvania, Stafford, and Caroline. FRED also operates an express service, a weekend service for University of Mary Washington students, and shuttle feeder service from outlying parking areas to the downtown rail station.

The main offices of FRED are on the U.S Route 1 Bypass, where they also accommodate inter-regional service provided by Greyhound. A new bus maintenance facility has been constructed in Spotsylvania County. All FRED buses have external bicycle racks.

Commuting

While Fredericksburg is a strong employment center for regional workers, thousands of citizens who live in Fredericksburg commute to jobs outside of the City. Interstate-95 and other roads carry an enormous amount of commuter traffic, but other options include commuter rail service, commuter buses, and ridesharing.

The Virginia Railway Express (VRE) provides commuter rail service to Northern Virginia and Washington D.C. and its ridership continues to grow. The VRE is a transportation partnership of the Northern Virginia Transportation Commission (NVTC) and the Potomac and Rappahannock Transportation Commission (PRTC), of which Fredericksburg is a member. Besides the Fredericksburg line, VRE also operates service between Manassas and Washington D.C. Service is available Monday through Friday, with inbound service during morning rush hour and outbound service in the evening. There is also an outbound mid-day train.

Fredericksburg has been the southern-most terminus since commuter rail service began in 1992, but Spotsylvania County has recently joined PRTC, a component of VRE, and a new station will be constructed south of the City, where the VRE trains are already being kept overnight. Over 1,200 riders board the VRE on a daily basis at the downtown Fredericksburg station. There are currently over 700 parking spaces devoted to VRE, but more are needed. The new station in Spotsylvania may provide a brief temporary relief and FRED's morning and afternoon feeder service helps get commuters to the station without requiring parking, but additional parking at the Fredericksburg station remains a long-term need. The VRE has plans

to construct a parking structure on land they own near the station. Projected capacity could be from 1,000-1,500 vehicles. Access to such a facility would be problematic through the existing narrow streets, but a new and direct connection to the Blue and Gray Parkway would avoid introducing more traffic into a residential neighborhood.

Commuter buses provide service from the Fredericksburg area to points north as well as to Dahlgren. These buses currently serve in excess of 200,000 riders annually. A rideshare program, called *GWRideConnect!*, matches riders with available service for automobile, van, and bus pools. GWRideConnect also operates a number of park-and-ride facilities (with over 5,300 spaces) and essentially provides travel demand management (TDM) services for the region's commuters.

Parking

All areas of the City require vehicle access and parking at some level to be successful. Parking, however, consumes an enormous amount of space, is quite expensive, and often conflicts with other community goals. Parking is an ongoing issue in the residential areas around the University of Mary Washington and in several downtown locations. The City's challenge is to manage its parking so as to meet development needs (commercial as well as residential) while addressing the community's appearance and safety.

A 2006 study examined parking demand in downtown Fredericksburg. The comprehensive evaluation found that there are over 2,100 City-controlled spaces – 1,895 on-street and 541 off-street (including the new deck, with 285 spaces). Study data also showed a higher demand for downtown parking during the week rather than on weekends, which is consistent with commuting data. In general, parking supply is technically adequate, but not always where it is most desired, which gives the impression of an unmet need.

Around the University of Mary Washington, permit parking has been implemented in some areas for residents, but this program needs to be evaluated for effectiveness. The University also has plans to develop a parking structure to address parking needs.

Alleys

Several areas of Fredericksburg were designed and with alleys running through the middle of the blocks. Much of downtown has mid-block alleys, which provide for critical services without adversely impacting the streetscape. Similarly, many residential neighborhoods have alleys that allow for rear yard garages and a location for overhead utility wires, leaving the streets

clear for attractive tree cover. Over time, however, some alleys have been encroached upon and even blocked entirely by fences and trees. It is important that further encroachments not be allowed and that existing encroachments be removed. When clear of obstructions, alleys can be returned to their function of relieving on-street parking demand and potentially for trash pick-up, if the City decides to forego its trash bags in favor of trash bins.

Air, Rail, and Bus Service

Air Service

Air connections are available in Northern Virginia and Washington D.C., at National Airport and Dulles. Richmond International Airport is to the south. The Stafford Regional Airport has a 5,000-foot instrument runway, full parallel taxiways, and facilities that can accommodate up to 75,000 annual operations and 100 based aircraft. A new interchange on Interstate-95 provides direct access to this general aviation reliever facility. The closest municipal airport is Shannon Airport of Fredericksburg, Inc., which has a 3,000-foot paved and lighted runway and refueling capability. There are also nearby airfields at Hanover County Municipal and Hartwood Aviation, Inc.

Rail Service

Rail freight service is provided by the CSXT Corporation. AMTRAK provides inter-city passenger service. The VRE has established commuter rail service to Northern Virginia and Washington D.C. All of these entities use the same north-south tracks. The Virginia Department of Rail and Public Transportation and the U.S. Department of Transportation have begun to analyze projected rail needs in this corridor, to determine the best ways to improve capacity as well as to accommodate high speed inter-city rail service.

The 500-mile corridor extending from Washington D.C., through Richmond, to Charlotte, in North Carolina is called Southeast High Speed Rail. This intercity passenger rail service would be part of nationwide network where the travel speeds would reach 110 miles per hour. The corridor between Washington D.C. and Petersburg is very crowded and proposed improvements consist of a third track, within the existing rail corridor. The Virginia Department of Rail and Public Transportation intends to begin to finalize its high speed rail plans within the next two to three years.

Bus Service

Inter-city bus service is provided by Greyhound. Its Fredericksburg terminal is at the FREDericksburg Regional Transit facility on the U.S. Route 1 Bypass (Jefferson Davis Highway).

Freight

Although road development is heavily overshadowed by automobile needs, the movement of goods and services is critical to a locality's economy. This movement of freight can be divided into four broad categories:

- Inter-city and international movements
- Local distribution
- Local pick-up and delivery
- Provision of local services

The logistics of industrial uses has traditionally included in-place investments such as docks, piers, rail sidings, warehouses, and so on. Contemporary logistics, however, are characterized by speed, flexibility and just-in-time reliability that reduces the need for on-site investments. The more exacting shipping and receiving requirements, however, are based on having publicly funded transportation facilities, like highways.

The following factors will need to be considered at all times, to ensure the continued and improved movement of goods and services:

- Curbside management – There are very few loading zones in downtown Fredericksburg, so truck loading and off-loading typically occurs on-street, to accommodate through traffic and parking. Any consideration of altering the paired one-way streets will need to carefully address this issue.
- Freight access – Connections from Interstate-95 to commercial areas must be maintained and enhanced.
- Infrastructure – multimodal connections for goods and services are as important as multimodal passenger connections.

Complete Streets

The basis of a complete street is that it ensures that the public right-of-way accommodates not just automobiles, but other modes of travel as well. Each street has its own context, but the intent is to provide pedestrian connections, bicycle ways, and transit stops, as appropriate to the travel route. Further, the design of a complete street is comprehensive, including crosswalks, street trees, and lighting (if warranted). The City has begun to routinely design its roadways to enable access by all citizens.

In an urban context, the following standards are consistent with the conceptual design of complete streets:

- Block length between 300-500 feet
- Street lanes between 10-12 feet wide
- On-street parking
- Sidewalks/trail connections
- Crosswalks clearly marked and convenient
- Trees

Transportation Goals

Goal 1: Surface Transportation

Develop the City's surface transportation system to be safe, functional, and attractive, to serve all modes of surface travel and to ensure the community is accessible to all citizens.

Goal 2: Alternative Modes of Travel

Encourage the use of alternative modes of travel, to enhance mobility and accessibility and to minimize automobile congestion.

Goal 3: Walkability

Make Fredericksburg a walkable city, acknowledging that sidewalks and trails are critical infrastructure rather than just amenities.

Goal 4: Complete Streets

Develop City streets as complete streets – streets that integrate multiple modes of travel safely and efficiently.

Transportation Policies

The following key policy statements will guide transportation development throughout the City:

1. Design complete streets for both new development as well as existing roadways, to balance and integrate all modes of travel - including automobiles, transit, bicycles, and pedestrians - within the same right-of-way.

2. Maintain the integrity of the City's traditional street grid by keeping streets open, rather than closing them to traffic.
3. Explore the potential for returning the one-way paired streets (William-Amelia and Princess Anne-Caroline) to the traditional two-way traffic pattern.
4. Integrate pedestrian accessibility when streets are developed and/or improved.
5. Provide for pedestrian safety by designating and striping crosswalks at appropriate locations. Implement other safety measures at high pedestrian volume locations, through signage and countdown signal heads.
6. Support transit's long-term viability by promoting transit-oriented development patterns.
7. Continue to expand the FRED system, as feasible, by adding routes and service, and reducing headways between buses on urban routes.
8. Ensure bus stops are located adjacent to destinations rather than on the fringe of parking lots. Ensure safe pedestrian crossings to bus stops.
9. Continue to provide feeder bus service to the downtown VRE station.
10. Provide a coordinated system of bicycle/foot trails throughout the community.
11. Encourage the provision of bicycle amenities, such as bicycle racks, at commercial and recreational destinations. Consider the use of bicycle lockers at the VRE station.
12. Develop parking policies that support economic development goals.
13. Encourage shared parking arrangements.
14. Develop structured parking in selected areas, to support development/redevelopment goals.
15. Implement traffic management strategies that mitigate the impacts of traffic growth, such as signal timing upgrades and other intersection control measures.
16. Implement traffic calming measures in neighborhoods where cut-through traffic reduces neighborhood safety.
17. Ensure new development improves connectivity, as a way to reduce traffic loads on arterial and collector streets.
18. Use traffic impact studies, as needed, to identify impacts of new development and to develop mitigation strategies.
19. Reclaim and maintain the City's alleyways to relieve on-street parking demand and to handle utilities and services.
20. Transportation planning will continue to consider historic and archaeological resources and effectively mitigate any adverse impacts.

Transportation Initiatives

These initiatives outline the key steps for implementing the long-term goals and guiding policies for Fredericksburg's transportation system:

1. Provide and maintain pedestrian crosswalks.
2. Expand local bus service, as appropriate and feasible, to enhance the efficiency and quality of the service.
3. Adjust parking regulations, as needed, to achieve the City's development goals.
4. Continue to participate in the regional transportation planning process through the Fredericksburg Area Metropolitan Planning Organization (FAMPO).
5. Continue to work toward regional transportation solutions that include an improved Rappahannock River crossing and a new interchange that will divert commuter traffic from the I-95/Route 3 interchange.
6. Continue to develop a comprehensive bicycle/pedestrian trails network, through implementation of the Fredericksburg Pathways Plan.
7. Continue to work with the University of Mary Washington to address parking issues.

Chapter 4:

Public Services, Public Facilities, and Preserved Open Space

Background

The City of Fredericksburg is an independent jurisdiction and responsible for providing public services to its citizens. The City government also shares in the provision of several state government functions, such as court services, election administration, education, and social services. Management goals for the various services provided are to meet current needs as well as prepare for projected ones. Priorities for public investment in facilities and services are developed according to the values and policies articulated in this Comprehensive Plan.

The City also controls a significant amount of open space that provides for many recreational uses. Fredericksburg maintains ownership of approximately 4,500 acres of riparian property along both the Rappahannock and Rapidan Rivers. These lands constitute a forested buffer that provides critical environmental protection to the river's water and is also a resource with excellent recreational values. The City is also planning to develop public amenities on land it owns along the downtown urban riverfront, in the area known as Fall Hill, and on a Civil War battleground near Cowan Boulevard.

Public Facilities

City services as well as City-supported state services are provided from locations throughout Fredericksburg. Table 4-1 shows where. The table does not list schools, parks, court buildings, or the downtown library. These types of facilities are noted in other related sections of this chapter. The City recognizes that many facilities are properly located in downtown Fredericksburg, such as city hall, various administrative functions, the library, and so on. Construction of the new court house also occurred downtown, even though everyone knew that integrating it into the historic setting would be a challenge. Since the ante-bellum years, Fredericksburg's government center has been the Princess Anne Street corridor and building the new court house there was important to maintaining a healthy downtown community.

These public functions help to bring people into the urban core, where they support services and local businesses.

Table 4-1. Location of City Services.

Facility	Function
City Hall (715 Princess Anne Street)	City administration, Treasurer, Commissioner of Revenue,
City Shop (1000 Tyler Street)	Public Works, Traffic Division, Vehicle Maint.
Community Center (408 Canal Street)	Parks and Public Facilities Administration
Dept of Social Services (608 Jackson Street)	Social Services
Executive Office Building (601 Caroline Street)	Fire Dept. Admin., Commonwealth's Attorney, City Attorney, Information Systems, Voting Registrar
Fire Stations (601 Princess Anne Street; 101 Altoona Drive)	Emergency Services, Hazardous Materials Team
FREDericksburg Regional Transit (1400 Jefferson Davis Highway)	City and regional bus service
FRED Maintenance Facility (Bowman Center)	Maintenance operations for FRED buses
Parking Deck (100 Wolfe Street)	Public parking facility with 285 spaces
Police Station (2200 Cowan Boulevard)	Police Services, Crime Prevention, Animal Control
School Administration (817 Princess Anne St.)	School Board, Superintendent of Schools
Wastewater Treatment Plant (700 Beulah-Salisbury Drive)	Sewer plant operations
Water Treatment Plant (Mott's Run Reservoir)	Waterworks
Visitor Center (706 Caroline Street)	Tourism, Economic Development

Education

Fredericksburg Public Schools

Fredericksburg maintains a commitment to excellence in its public education system, which is fully accredited. Expenditures by the schools are derived from federal, state, and local funds. A common comparative measure in education is cost per pupil. Fredericksburg's cost per pupil in 2013 was \$11,664, which includes administration, instruction, student services, student transportation, operation and maintenance, fixed costs, special education, and the state share of teacher retirement and social security.

Students in the Fredericksburg school system progress through their grades together. All of the first graders, for instance, are at one school, and they will move from school to school as a group. It is thus feasible to graduate from high school with the same school mates that one started with in kindergarten. This system not only provides for an exceptional cohesiveness among the student body, but also gives the school administration the flexibility to move classes among the various schools, as needed when some classes are demographically larger than others. Table 4-2 shows the Fredericksburg schools.

Table 4-2. Fredericksburg Schools

School	Location
Hugh Mercer Elementary School	2100 Cowan Boulevard
Lafayette Upper Elementary School	3 Learning Lane
Walker-Grant Middle School	1 Learning Lane
James Monroe High School	2300 Washington Avenue
Old Walker-Grant School	200 Gunnery Road

Enrollment trend

The number of students enrolled in City public schools during the 2012-2013 school year was 3,359. The school population has been growing steadily for several years and continued growth is anticipated. The Weldon-Cooper Center, using current trends, has projected a school enrollment of 4,000 students by 2020. After that, the demographic trend suggests a more stable school population through 2030.

University of Mary Washington

The University of Mary Washington was founded as the State Normal and Industrial School for Women, in 1908. It became Mary Washington College in 1938, went coed in 1972, and attained university status in 2004. It is now a public liberal arts and sciences university, with a 2014 enrollment of 4,464 undergraduate and 706 graduate students. A second campus in Stafford County, completed in 1999, provides graduate programs in business and education. A third campus has been established in Dahlgren as a center for the development of educational and research partnerships between the U.S. Navy, institutions of higher education, and the region's employers.

Community Colleges

Three community colleges are located within commuting distance of Fredericksburg. Germanna Community College consists of two campuses. Its Locust Grove Campus is approximately 20 miles west of the City, on State Route 3, while the Fredericksburg Area

Campus is south of the City, near the Route 17 Bypass. Germanna works with the region's economic development agencies and emphasizes work force development. The third nearby college is the Woodbridge campus of the Northern Virginia Community College, approximately 30 miles north of Fredericksburg.

Private Schools

The Fredericksburg Christian School has three campuses in the region. The facility in the City, at 2231 Jefferson Davis Highway, has classes that range from pre-kindergarten through 5th grade.

Library

The Central Rappahannock Regional Library (CRRL) provides library services to Fredericksburg and three counties. Its headquarters is located at 1201 Caroline Street. There are two branches each in Stafford and Spotsylvania Counties and three branches in Westmoreland County. The intervening King George County was going to be a part of the CRRL system, but a substantial donation to that county was made with the condition that King George's library remain separate from the regional library system. The City has worked with the CRRL staff to renovate and retrofit the Fredericksburg headquarters, so the library can accommodate a growing collection, an expanding regional population, and new user technology that allows a range of new services. Neighboring counties accomplish similar work at their branch locations. The Fredericksburg headquarters has several special collections, including a law library, a talking book collection from the National Library for the Blind, and the Virginiana Room, which contains materials on genealogy and local and state history. The library also provides special programs such as live homework help, interlibrary loan, notary services, assistive services, and services related to the Alliance for Literacy.

To better serve the region, the library staff has developed a long-range plan to expand the well-used headquarters building. The library owns a building at 1208 Sophia Street and the City owns the adjacent 1210 Sophia Street. The removal of these structures as well as the existing library annex will allow the parking lot behind the library to be vacated, to allow construction of an addition with an improved and larger auditorium and other needed public spaces. The two houses and the annex would be removed for library parking that would be accessible from both Caroline and Sophia Streets. This new parking area would also have a greater parking capacity than is currently available.

The regional library system leases 15,000 square feet of space for administrative functions and collections acquisition, processing, and cataloging. What is needed, though, is a permanent regional Service Center, with up to 25,000 square feet for consolidated offices, acquisition and processing, and environmentally controlled storage for books and equipment. The current

leasing costs are shared equally by the City and Stafford and Spotsylvania Counties. Development of a publicly owned Service Center is planned to be similarly shared. The CRRL's existing facilities are shown in Table 4-3.

Table 4-3: Central Rappahannock Regional Library System – Fixed Facilities

Library	Location
Headquarters	1200 Caroline Street, Fredericksburg
England Run Branch	806 Lyons Boulevard, Stafford County
John Musante Porter Branch	2001 Parkway Boulevard, Stafford County
Salem Church Branch	2607 Salem Church Road, Spotsylvania County
C. Melvin Snow Memorial Branch	8740 Courthouse Road, Spotsylvania County
Abraham & William Cooper Memorial Branch	20 Washington Avenue, Colonial Beach
Montross Branch	56 Polk Street, Montross
Blake T. Nelson Memorial Branch	22 Coles Point Road, Hague

In addition to the eight fixed facilities listed above, the Library operates an active Outreach Department, using vans to deliver books to institutions and day care centers and to bring the benefits of the library to areas previously served by a bookmobile. The outreach is called *Lobby Stop*.

Water and Sewer Services

Fredericksburg's source of water is the Rappahannock River. All public water is pumped from the river, treated, and distributed to users throughout the City. Sewage is collected, treated, and returned to the river. Fredericksburg and Spotsylvania County share a water treatment plant at the Mott's Run Reservoir. Treatment capacity is 12 MGD, to serve both City and County needs. Fredericksburg currently receives 5 MGD, but the plant is expandable and the City will eventually be able to receive 7 MGD of the overall capacity. As part of the joint water agreement, Fredericksburg transferred 217 acres of riparian land at Hunting Run, to Spotsylvania County. The County established a reservoir there, to withdraw water from the Rapidan River at times of peak flows. The water is stored at the Hunting Run Reservoir and released back into the river at times of low flow so it can be withdrawn for treatment at the Mott's Treatment Plant. The water withdrawal permit, however, requires that a mean annual flow of at least 40 percent be maintained in the river, to serve recognized in-stream uses. Fredericksburg has one sewage treatment plan with a permitted capacity to treat 3.5 MGD. The City collects approximately 3.0 MGD of sewage from users within the City limits and collects another 1.3 MGD from three locations in Spotsylvania County. Fredericksburg pumps all of the Spotsylvania sewage and another .375 MGD from City users to Spotsylvania's FMC

treatment plant. The remainder is treated at the Fredericksburg plant. The City has plans for expanding the sewage treatment plant to a capacity of 4.5 MGD, but an alternative plan being considered is to partner with Spotsylvania County to develop a joint wastewater treatment plant in an area just south of the City.

Solid Waste/Recycling

Fredericksburg provides refuse collection service to City residents, with two collections per week. The City's Department of Public Works disposes of this refuse at the Rappahannock Regional Landfill, located in Stafford County. The landfill has approximately 30 years of disposal capacity remaining. Recycling activities to meet the state goals involves a joint venture with Stafford County, through the Rappahannock Regional Solid Waste Management Board (R-Board). The R-Board operates and maintains the Regional Landfill as well as several Recycling Centers, one of which is in the Battlefield Industrial Park. Formed in 1987, the R-Board has consistently exceeded the requirements of applicable regulations and in 2007 the Virginia Department of Environmental Quality recognized the Regional Landfill as an Exemplary Environmental Enterprise.

Police

The Fredericksburg Police Department is a full service law enforcement organization that provides continuous protection to the community. It is divided into three divisions: Patrol, Detective, and Support Services. Each division is commanded by a Captain, who reports directly to the Chief of Police. The department has been awarded full accreditation by the Commission on Accreditation for Law Enforcement Agencies. The Police Headquarters is located at 2200 Cowan Boulevard.

Rappahannock Regional Jail

The Rappahannock Regional Jail is located at 1745 Jefferson Davis Highway, in Stafford County. It serves the City of Fredericksburg as well as the counties of King George, Stafford, and Spotsylvania. The facility houses convicted criminals who are jailed for a period of up to 12 months and also serves as a temporary confinement facility for inmates awaiting trial or sentencing to a more permanent location. The regional jail board was founded in 1968 and has done an exceptional job in meeting regional needs. The current facility opened in 2000 and was expanded in 2006. It is now 379,000 square feet in size and has a capacity of 2,000 inmates. The average daily inmate population, however, is 1,100 persons. Jail staffing is 372 employees.

Fire and Rescue

The Fredericksburg Fire Department provides fire protection to the entire City. The Department consists of three divisions, as follows:

- Fire Administration – handles daily operations, support services, training, and emergency management.
- Fire Prevention – the Fire Marshals administer the Statewide Fire Prevention Code and work with other City staff to review development projects.
- Fire Suppression – the firefighters who respond to alarms, public service calls, motor vehicle accidents, gas leaks, and other emergency calls. This division consists of three platoons, which provide firefighting and medical assistance capabilities. Each platoon consists of a Battalion Chief, a Lieutenant, two Sergeants, and nine Firefighters/Emergency Medical Technicians/Paramedics.

The Department also provides full-time emergency medical specialists to augment the Fredericksburg Volunteer Rescue Squad. In turn, the Rescue Squad provides emergency medical and ambulance response services throughout the City as well as parts of Spotsylvania and Stafford Counties.

Court System

Judicial administration is located in downtown Fredericksburg, along Princess Anne Street, which is the City's historic government corridor. In 2014, the Civil and District Courts moved to a newly constructed court house. The Juvenile and Domestic Relations Court is in a separate building nearby. The location of the individual courts is shown in Table 4-4.

Table 4-4. Fredericksburg Courts

Court	Location	Function
Circuit Court	701 Princess Anne Street	Felonies, civil suits, clerk, records
General District Court	701 Princess Anne Street	Misdemeanors, traffic law
Juvenile and Domestic Relations Court	615 Princess Anne Street	Domestic and juvenile cases

When the Circuit Court moved out of its historic building at 809 Princess Anne Street, the historic court house became vacant. The City is exploring options for its reuse, which could be as government offices, although reuse as a museum has also been discussed. The first step (already initiated) in the evaluation process is to fully study and understand the condition of the recently vacated historic building.

Private Health Services

Mary Washington Hospital

Mary Washington Healthcare operates two full service hospitals. Mary Washington Hospital, in Fredericksburg, is a 437-bed facility that offers services usually found in major cities. The hospital's medical staff includes community based physicians, specialists from Northern Virginia and Richmond, and various health professionals such as physician assistants and nurse midwives. Over 300 area physicians and health care professionals represent more than 45 medical specialties and the hospital includes 15 operating rooms. Mary Washington Healthcare's second hospital is the Stafford Hospital Center, which is a 100-bed, full service, acute care facility.

The Mary Washington Healthcare organization provides 40 health care facilities and services throughout the region. In its 2014-15 rankings, *U.S. News & World Report* placed Mary Washington Hospital in the No. 6 spot in Virginia (of roughly 130 hospitals) and No. 5 out of 56 hospitals in the Washington D.C. metropolitan area. Further, the U.S. News & World Report named Mary Washington near the top of Best Hospitals in Northern Virginia, ranking second only to Inova Fairfax Hospital, with eight high performing specialties.

Other Area Hospitals

The Spotsylvania Regional Medical Center is located south of Fredericksburg. It is a general acute care hospital with a capacity of 126 beds.

Public Health Services

The Rappahannock Area Community Services Board (RACSB) provides community-based services for mental health, mental retardation, alcohol/drug abuse, and early childhood intervention. The RACSB serves the citizens of Fredericksburg as well as the counties of Caroline, King George, Spotsylvania, and Stafford. It provides emergency services, short-term residential care, day support programs, and residential services for persons who need special living arrangements to sustain them in the community.

The Fredericksburg Health Department provides both medical and environmental services. Medical services provided to economically disadvantaged persons address communicable diseases, child health needs, maternal health needs, family planning, and dental health. Medical services for all citizens consist of foreign travel immunization, community education, vital records, maternal and infant care coordination, and Medicaid. Environmental services include regulating activities related to water supply, sewage treatment, and institutions responsible for public health such as restaurants, day care centers, and adult homes.

Social Service Programs

The City's Department of Social Services administers both financial and social support services programs. Financial assistance helps to provide basic subsistence benefits to low income families and includes monetary grants to help pay for such essentials as housing, utilities, and clothing. The largest income support programs administered by the Department are Aid to Dependent Children, Food Stamps, and Grants to Aged and Disabled. Social support services include Child Welfare Services, Foster Children Services, and Adult Protective Services. The City also purchases certain services for indigent clients such as day care, provision of companions, and employment services.

A variety of non-profit human service organizations complement the work of private and public agencies. In Fredericksburg, these organizations include the American Red Cross, the Rappahannock Area Agency on Aging, Rappahannock Legal Services, the Salvation Army, Habitat for Humanity, and many others. The Rappahannock United Way provides important funding for such groups.

Recreational Parks and Open Space

Fredericksburg residents enjoy a variety of public recreational assets. Exclusive of public school facilities, the City maintains a variety of parks, as shown in Table 4-5. In addition to these existing facilities, the City owns additional acreage in four locations that will eventually become parks within the City inventory. These future parks are identified in Table 4-6.

Other government agencies administer properties that provide additional recreational opportunities within the City. The Virginia Department of Game and Inland Fisheries stocks Motts Run Reservoir and maintains the boat landing there. This state agency also owns and maintains the boat landing at the City Dock.

Table 4-5. Fredericksburg Parks and Recreation Inventory

Park/Facility	Acreage	Uses
Alum Springs Park	34.0	Picnic areas, trails, playground, shelter, restrms
Canal Path	6.0	Multi-use trail, benches
City Dock	4.0	Boat ramp, dock, fishing
Cobblestone Park	10.0	Natural area, walking trail
Cossey Botanical Park	6.0	Open space, gardens, fishing
Dixon Park	49.0	Swimming pool, playing fields, trail
Dog Park	0.5	Off leash area
Hurkamp Park	2.0	Fountain, benches, Farmers Market
Memorial Park	7.5	Tennis courts, basketball court, playground, picnic tables
Maury Park	4.0	Playground, basketball court, picnic tables, benches
Mary Washington Monument	4.0	Memorial, Gordon cemetery, open space
Motts Landing	3.0	Boat launch, fishing
Motts Reservoir	877, which includes 160 acre lake (20 acres in park use)	Boat rental, picnic areas, fishing, nature center
Old Mill Park	50.0	Playground, playing fields, shelters, canoe launch, shelters, restrooms
Powhatan Park	1.5	Playground, benches
Snowden Ball Park	10.0	Baseball fields
Snowden Playground Park	4.0	Playground, basketball courts
Sunshine Park	13.0	Baseball fields, learning ctr
Thornton Cemetery	0.1	Historic cemetery
Washington Avenue mall	2.6	Semi-formal open space
Roadside Parks (Route 1)	0.5	Highway picnic areas
Trail network		Canal Path, Heritage Trail, VCR Trail, Smith Run Trail, etc.
W.L. Harris Park	2.0	Basketball courts, shelter, playground, benches
Total acreage	1,090 (233 acres usable)	

Note: The Community Center at 408 Canal Street is not shown on this table. It is noted in Table 4-1 as Parks and Public Facilities Administration.

Table 4-6. City-Owned Property for Future Parks

Resource	Acreage	Planned Use
Natural area on Fall Hill	56.9	Open space, picnicking, pathways along river bluffs
Zig-zag trenches (Civil War)	4.758	Historic site
Smith Run battle site	11.0	Historic site
Downtown riverfront lots	3.0	Riverfront Park

Federal lands in Fredericksburg are part of the Fredericksburg and Spotsylvania National Military Park. The overall Military Park encompasses more than 7,500 acres across four Civil War battlefields, in Fredericksburg and the Counties of Stafford, Spotsylvania, and Orange. Within the City limits, the Federal holdings constitute 122 acres.

In addition to the many parks and open space within the jurisdictional boundary, a portion of the Rappahannock River valley is in City ownership. There are no transverse roadways between Interstate-95 and Kelly's Ford and the City-owned riparian corridor extends upstream approximately 25 miles within this relatively remote natural area. The result is an extensive corridor that is attractive for canoeing, bird-watching, fishing, and hunting. The linear nature of the City-owned river corridor is both its strongest characteristic, yet also a significant weakness. In 2006, as part of the ongoing quest to protect the integrity of these lands, the City placed 4,232 acres under a permanent easement held by the Virginia Outdoors Foundation, the Virginia Board of Game and Inland Fisheries, and the Nature Conservancy.

Although this easement benefits the public, the City of Fredericksburg exercises the same rights as any property owner and retains the right to control access to the property as a way to protect sensitive areas. Through carefully controlled access, consistent with adopted watershed protection policies, the City manages the riparian lands as a sustainable recreational resource while also protecting the integrity of the natural resource. Public boat ramps exist at Motts Run, Hunting Run, and Ely's Ford, all of them maintained by the Virginia Department of Game and Inland Fisheries. Management of the City-owned lands is a function of the City's Public Works Department.

Additional Recreational Needs

The National Recreation and Park Association and the Commonwealth of Virginia have both developed a measure of what types of recreational facilities should be available to a local population. The type and number of recreational assets considered to be suitable for a city the size of Fredericksburg is shown in Table 4-7. The City's population of slightly more than 25,000

residents and this table shows what is still needed. The recommended golf course is not a City goal to provide because there are numerous golf courses nearby. The big item of need is a new recreation center. The current center was constructed as a temporary building in the 1940s. The new recreation center is to be constructed in Dixon Park.

Table 4-7. Recreation Standards

Activity	Number of facilities per number of residents	Existing - City/Schools	Still needed
Baseball	1 per 5,000	4/2	0
Basketball	1 per 5,000	5/6 (5 indoor)	0
Bicycle/foot trails	2 miles per 1,000	(see Note)	(see Note)
Recreation Center with gym and pool	1 per 25,000	1 pool, 1 gym, 1 rec. center (obsolete)	New rec. center at Dixon Park
Football	1 per 20,000	0/3	0
Golf	9 holes per 25,000	0	1
Soccer	1 per 5,000 (adjusted to local demand)	11/4	0
Softball/T-ball	1 per 5,000	1/2	2
Swimming	1 50-meter pool per 20,000	1/0	0
Tennis	1 per 2,000	8/6	0
Volleyball	1 per 5,000	0/4	1

Note: Using the above standard for bicycle/foot trails, the City should have nearly 50 miles of such facilities. The current trails plan will result in 13.6 miles of multi-use trails, while existing sidewalks throughout the community comprise more than 40 miles of pedestrian walkways (counting only one side of the street where sidewalks exist on both sides).

Every few years, the Commonwealth of Virginia examines the state's recreational needs and publishes a Virginia Outdoors Plan that examines specific recreation activities by region. This plan also estimates demand and then determines the degree to which resources are available. The Outdoors Plan considers both public and private lands and facilities.

The latest Outdoors Plan was released in 2013 and this recent document makes clear that the Planning District has an abundance of water and open space resources. In addition to the City's extensive riparian lands along the Rappahannock River, there are three state parks within the region and a fourth one that is proposed to become a park, as follows:

- Caledon, 2,587 acres in King George County
- Lake Anna, 3,127 acres in Spotsylvania County
- Widewater, 1,067 acres in Stafford County

- Crow's Nest, 1,100 acres in Stafford County (proposed)

There are also two Wildlife Management Areas within the region, as follows:

- Mattaponi, 2,500 acres in Caroline County
- Land's End, 462 acres in King George County

The Outdoors Plan indicates a demand for public access to water resources. A new boat launch was recently been installed in Old Mill Park and the City has worked with the Virginia Department of Game and Inland Fisheries to determine suitable locations for boat launches in the upriver areas. The City's policy is to limit public boat ramps to places that can be properly administered, to ensure that remote areas of the river retain their special quality of limited visible human intrusions. A new ramp at Hunting Run, on the Rapidan River, and another canoe launch near the C.F. Phelps Wildlife Management Area (4,539 acres in Fauquier County) leaves a significant section of the Rappahannock River without visible man-made features for those recreational users who like a more remote experience.

Trails

The Virginia Outdoors Plan notes a strong demand for interconnected trails, which the City has emphasized for many years. Trail development in Fredericksburg is handled by an interdisciplinary team that includes citizen groups and City staff from the City Manager's Office, Parks and Recreation, Planning, and Public Works. As noted above, the City's network of paved, multi-use trails is planned to provide 13.6 miles of pathways, which connect City neighborhoods with the larger community. This trail system is tied in with the City's extensive network of interconnected sidewalks, to knit the community together.

Cultural Opportunities

Fredericksburg's quality of life is considerably enhanced by a broad range of cultural activities. The City supports the Fine Arts Commission, recognizing them as a vital part of the community. Member organizations include the Fredericksburg Theater Company, the Fredericksburg Center for the Creative Arts, Harambee 360, the Fredericksburg Festival of the Arts, and the Chamber Chorale of Fredericksburg. Fredericksburg also provides annual funding support to the Bluemont Summer Concert Series.

Telecommunications Towers

The City of Fredericksburg accommodates and promotes the growth of wireless telecommunications while limiting potentially adverse visual impacts of the necessary towers.

To encourage use of the best possible sites and to discourage unnecessary proliferation, the City has identified the following sites and existing structures as the preferred locations for new or altered telecommunications towers:

- City/Courtland Water Tank site (end of Ashby Street)
- City/Powhatan Water Tank site (Powhatan Street)
- City Shop site (Tyler Street and Belman Road)
- James Monroe High School site (adjacent to Jefferson Davis Highway)
- Walker-Grant Middle School site (off Jefferson Davis Highway)
- Hugh Mercer Elementary School site (Cowan Boulevard)
- Wastewater Treatment Plant site (Beulah-Salisbury Road)
- Snowden Park site (Fall Hill Avenue near Bragg Hill)
- Old Mill Park and adjacent City-owned sites off Caroline Street
- Virginia Power Substation site (Powhatan Street)
- National Guard Armory site (Jefferson Davis Highway)
- Central Park
- Mary Washington Hospital medical campus
- University of Mary Washington campus
- Virginia Visitor Center/Rest Area off Interstate-95
- Executive Office Building (601 Caroline Street)
- Verizon Building (Prince Edward Street)

Broadband

Affordable access to telecommunication services has become recognized as basic infrastructure and the high performance network capable of providing electronic services is called broadband. The City of Fredericksburg is well covered by broadband service, but the Northern Virginia/Washington D.C. area is home to a vast number of enterprises that support government agencies and activities and require, as an absolute necessity, secure telecom access, with redundancies that guarantee uninterrupted service. Many firms looking to relocate or establish themselves in Fredericksburg must have those redundancies.

Local governments have invested in broadband service to support economic development and job growth. Any limits have the potential to deter business development, so a telecom network must be able to deliver any amount of bandwidth to any place in the community. Local governments have partnered with the private sector, with other jurisdictions, or both, and these partnerships can be structured to avoid government competition with the private sector.

The goal is be to expand business opportunities for existing providers as well as helps to create new businesses.

The Fredericksburg business community is seeking partnerships with the regional planning commission and the City will need to be prepared to consider whether it will participate in expanding the local broadband capability.

Goals for Public Services, Public Facilities and Preserved Open Space

Goal 1: Efficient and Effective Public Services

Provide the City's public services in an efficient and effective manner to all City residents.

Goal 2: Safe and Secure Environment

Provide a safe and secure environment for those who live, work, and visit the City, through high-quality public safety facilities and systems.

Goal 3: Educational System

Continue to provide an exceptional education to City students.

Goal 4: Parks and Open Space

Ensure the City's parks, open space, and recreational programming meets the needs of the full community, including families, youth, seniors, and citizens with special needs.

Goal 5: Water Quality

Implement best practices for stormwater management, erosion and sediment control, and improving treatment of wastewater.

Goal 6: Clean and Safe Water Supply

Ensure the river continues to function as a clean and safe supply of raw water for the City and the region's drinking water. Maintain the natural integrity of the Rappahannock River and its tributaries, for their biological functions that protect the City's raw water supply

Goal 7: Recreational Amenities

Continue to develop the Rappahannock River as a recreational amenity, consistent with adopted watershed management policies, for the enjoyment of residents and visitors. Continue to provide recreational opportunities, both passive and active, in public parks and on publicly owned land, consistent with the City's watershed management policy to limit infrastructure along the river.

Goal 8: Downtown Riverfront

Connect downtown to the Rappahannock River, both visually and physically, to provide a downtown focal point that has recreational benefits and promotes economic vitality.

Policies for Public Services, Public Facilities and Preserved Open Space

The following key policy statements will guide the provision and management of public services, public facilities, and preserved open space:

1. Keep existing public services in the downtown area, as appropriate.
2. Maintain and enhance the visual aspects of the City and its neighborhoods, to include sidewalk improvements, installation of street furniture, and relocation of overhead utility wires (as appropriate and feasible).
3. Identify opportunities for private developers to share in the cost and provision of public services and facilities.
4. Design new streets and street improvements to include traffic calming features, where appropriate, to minimize automobile traffic on neighborhood streets.
5. Improve the City's systems for stormwater, wastewater, and erosion and sediment control, to meet or exceed Virginia's mandated requirements.
6. Reduce the volume of solid waste placed in landfills through the continued expansion and improvement of recycling programs.
7. Incorporate environmental and design efficiencies during the construction and operation of City buildings and projects.
8. Install pedestrian facilities (sidewalks, trails, crosswalks, lighting, etc.), as appropriate, during development and redevelopment within the City.
9. Preserve and protect the Rappahannock River watershed and the City's raw water supply by controlling non-point source pollution, streambank erosion, and sedimentation, with special attention to stormwater management and tree protection.
10. Protect river vistas and shorelines of the upriver watershed, by maintaining intact its wooded buffers and wetlands.

11. Enhance and preserve the scenic value of the urban riverfront, by carefully clearing invasive trees and bushes and planting soil-stabilizing vegetation that will not obstruct views.
12. Continue aggressive implementation of the City's Watershed Property Management Plan for the City-owned lands along the river.
13. Develop an urban riverfront park as a focal point for the community.
14. Seek opportunities to expand protection of riparian lands through public acquisition and preservation easements. Support such initiatives in upriver jurisdictions.
15. Continue to enhance visitor amenities along the City's established trails, such as benches at scenic vistas and wayside exhibit panels at points of historic interest.
16. Address sediment loads in the river at their source, through upstream initiatives that arrest or minimize erosion. Pursue mechanical removal of sediment in the tidal section of the river, if feasible and cost effective.
17. Continue to provide leadership in preserving City-owned historic properties.

Initiatives for Public Facilities and Services

These initiatives outline key steps for implementing the long-term goals and guiding policies for the City's public services, public facilities, and preserved open space:

1. Establish a program that monitors City services and identifies potential improvements.
2. Improve the City's wastewater treatment service to a level that meets or exceeds federal and state water quality standards, to include modernizing the existing plant or partnering with Spotsylvania County to construct a new, combined treatment plant.
3. Determine when renovations to the Executive Plaza will no longer be cost-effective and develop plans to demolish that building and rebuild.
4. Work with the United States Postal Service to ensure a post office remains operational in downtown Fredericksburg, even if the distribution facility is relocated.
5. Ensure parking enforcement is effective.
6. Develop a design and identify funding for a community center in Dixon Park. Acquire additional property, as needed.
7. Continue implementation of the Fredericksburg Pathways Plan.
8. Develop an implementation plan for improving and expanding the City's parks, playgrounds, and open space.
9. Establish a new park, consistent with restrictive covenants, on approximately 60 acres off Fall Hill Avenue.
10. Establish a new park on an 11 acre parcel near Smith Run, when Gateway Boulevard is extended to provide access. Acquire additional open space in that area, as feasible.

11. Establish a new riverfront park.
12. Provide interpretation of the City-owned zig-zag trenches.
13. Provide a new Fire Station 3 on the west side of Interstate-95.
14. Continue to protect and manage the City-owned riparian lands along the Rappahannock and Rapidan Rivers, with emphasis on tree protection, halting encroachments, minimizing non-point source pollution, preservation of historic and cultural resources, and additional land acquisition.
15. Review the need for parking along the urban riverfront and find alternatives that maximize the use of on-street parking to offset removal of surface parking within the riverfront park.
16. Develop a plan for comprehensive preservation and development of the City's entire urban riverfront, from Fall Hill to Dixon Park.
17. Pursue removal of sediment in the river through aggressive attention to runoff and non-point source pollution as well as mechanical removal of sediment in the tidal section of the river, if feasible and cost effective.
18. Consider whether the City desires to partner with the regional commission to explore provision of enhanced broadband service.

Chapter 5:

Environmental Protection

Background

The City of Fredericksburg encompasses approximately 10.5 square miles. It is situated on a pre-Cambrian rock exposure that forms the falls of the Rappahannock River. In very general terms, the fall line runs along the U.S. Route 1 Bypass, through the City. The Piedmont Plateau lies to the northwest, underlain by hard igneous and metamorphic rock. To the southeast is the Coastal Plain, characterized by unconsolidated clay, silt, sand, and gravel deposits. The Rappahannock River terrace, included in but distinct from these physiographic provinces, is noted for its suitability for agriculture, due to an abundance of rich alluvial soils.

Soils

Five major soil associations are represented in Fredericksburg, and shown on Map 5-1. Each association contains groups of soils with individual characteristics related to their physical and chemical composition.

Appling – Faceville – Louisburg

The northwest tip of the City consists of generally well-drained, medium textured, Piedmont and Coastal Plain soils, underlain by weathered granitic parent materials. This association is characterized by low and medium water runoff potential and low to medium erodibility.

Bourne – Faceville

This type of soil is found on broad and steep ridge slopes and is characterized by slow surface drainage and moderate to very slow internal drainage. This association is described as imperfectly to well-drained, medium-textured soils, underlain by stratified gravel and clay. Bourne-Faceville areas have medium to high water runoff potential and medium erodibility.

Stratified Coastal Plain Sediments – Ruston-Faceville

Found along the fall line, this association is characterized by well-drained, medium textured Coastal Plain soils, underlain by clay and gravel. This soil has a low to medium water runoff potential and medium erodibility.

Map 5-1. Soils.

Stratified Coastal Plain Sediments – Roanoke-August

This association is located outside the immediate floodplain and is characterized by soil that has a medium to high water runoff potential and medium erodibility.

Stratified Coastal Plain Sediments – Wickham-Altavista

This association includes floodplain soils of the Rappahannock River. These soils are characterized by medium water runoff potential and low erodibility.

Acid Soils

Developers sometimes encounter soils with acid sulfate, which can degrade concrete, metal, and other building materials and preclude vegetation from being able to take hold. These types of soils occur naturally, but are sometimes uncovered when land is graded and otherwise disturbed for construction. To address this issue, the City Building Official worked with the Virginia Polytechnic Institute and State University (VA Tech) to develop a policy and a methodology to guide builders in how to identify and remediate soils with active acidity. Proper attention to this condition prior to construction avoids immediate and long term problems.

Floodplains

Fredericksburg has experienced the Rappahannock River's floods since its earliest settlement. Table 5-1 shows some of the larger floods of record, based on newspaper accounts, historical records, field investigations, and data collected by the U.S. Army Corps of Engineers.

Table 5-1. Rappahannock River Flooding

Flood	Discharge in cubic feet per second (CFS)
May 1771	Unknown
June 1889	96,000
May 1924	66,000
April 1937	134,000
October 1942	140,000
June 1972	107,000

Notes: CFS measured by the U.S. Geological Survey Gauge 01668000.

CFS for 1889 estimated from high water marks.

The worst flood in the recorded history of the Rappahannock River, in October 1942, was the result of a prolonged general rainfall over the entire watershed followed by a strong east wind and a cloudburst. The public water supply became contaminated, the City lost electrical power

for two days, bridges became impassable, and several fires broke out. The flood resulted in severe property damage and some loss of life.

Floods can be expected to recur. Minor to moderate flooding is more prevalent in the Spring, but larger and more infrequent floods may occur at any time. Most of the higher flooding resulted from heavy general rains and from intense rainfall produced by hurricanes or tropical storms that moved into the area from the Atlantic or Gulf coasts. These types of storms occur during the period from May through November.

Flood Boundaries

The U.S. Army Corps of Engineers has studied flood hazards in detail to delineate flood boundaries. The resulting maps are used by the National Flood Insurance Program, in which the City is a participant. The Federal Insurance Administration adopted the 100-year flood as a base for floodplain management. The 500-year flood boundary indicates additional flood risk areas. Both the 100-year and the 500-year flood boundaries are shown on Map 5-2. The federal maps, however, are used for regulatory purposes.

Floodways

Building on floodplains can increase flood hazards in areas beyond the encroachment because such development reduces the flood-carrying capacity of the floodplain. For regulatory purposes, the floodplain is divided into the floodway and the floodway fringe. The floodway includes the stream channel as well as any adjacent areas that must be kept free of encroachment so that a 100-year flood can be carried without substantial increases in flood heights. The floodway fringe, on the other hand, encompasses the portion of the floodplain that can be obstructed without increasing the water surface elevation of a 100-year flood more than 1.0 feet at any point.

As a consequence of their respective characteristics, the floodway must be kept clear of development while the floodway fringe may be developed according to specific regulations. In addition to local regulations and the Uniform Statewide Building Code, the Federal Emergency Management Agency (FEMA) has regulatory authority within the 100-year floodplain. The 500-year floodplain is not regulated.

Map 5-2. Flood boundaries.

Streams/Drainage

Fredericksburg is drained by a number of streams as well as by its historic canal system. These primary water channels carry stormwater and runoff to the Rappahannock River. Table 5-2 lists the City's significant watersheds.

Table 5-2. Fredericksburg's Watersheds.

Watershed	Percentage of City drained
Hazel Run, including Smith Run	49 percent
Kenmore Flume	11 percent
Fall Quarry Run	7 percent
Rappahannock Canal	8 percent
Deep Run	9 percent
Rappahannock River	16 percent

Drainage problems have occurred along Smith Run, from Interstate-95 and some of the early development north of Route 3. Inadequate stormwater management for impervious surfaces such as roadways, parking lots, and buildings have increased flows to the natural stream and caused streambank erosion and flooding. An 11 acre stormwater pond in Central Park as well as the Smith Run Pond near the Great Oaks Subdivision have been designed to address these issues, but stormwater management practices continue to evolve and Smith Run should continue to be monitored.

Similar erosion problems occur along Hazel Run. The increased runoff from developed land along Route 3, both east and west of Interstate-95 (including areas beyond the City limits) is not being properly addressed by outdated and inadequate stormwater facilities. The City has sought assistance from the Tri-County/City Soil and Water Conservation District to address this local problem caused by regional runoff.

Stormwater Management

Stormwater runoff is a natural process accommodated by a system of streams, rivers, and water bodies. On land that remains in its natural state, rainwater is absorbed by trees, grasses, and wetlands – allowing pollutants to filter into the ground and reducing the flow of the water as it travels to the stream system.

When land is disturbed and built upon, however, the rate of stormwater runoff inevitably increases. Pollutant levels can exceed the ability of receiving streams and waterbodies to

assimilate them and increased runoff can increase stream flow, which aggravates stream bank and channel erosion.

Stormwater management addresses both the quantity and quality of the excess runoff. State and local land development regulations ensure that runoff from a developed area does not exceed that which existed before development occurred. Similarly, the quality of the runoff must meet regulatory standards that reduce nitrogen, phosphorus, sediment and other pollutants in the runoff. Management techniques include creating holding areas on site to allow the additional water to filter into the ground and to allow pollutants to filter out as well. Currently inadequate facilities will need to be retrofitted to increase their efficiency, which will be needed for the City to meet new regulatory standards for total impacts to water of the United States.

Slopes

Fredericksburg's location along the fall line results in a varied topography. The City's elevation ranges between 280 feet above sea level at its highest reaches to less than 10 feet above sea level along the tidal portion of the Rappahannock River. In general, areas with less than five percent slopes pose few physical obstacles to development. Areas with slopes between five and 15 percent, however, may pose difficulties and will certainly add to the cost of development. Areas with slopes exceeding 15 percent are generally not developable without major land modifications and slopes in excess of 20 percent should not generally be considered for development.

Woodlands/Tree Preservation

The City contains several areas of significant woodlands. The stream valleys such as Smith and Hazel Runs consist of mature forest cover, including some trees older than 100 years. The wooded bluffs along the Rappahannock River also consist of mature cover as does the old Virginia Central Railway corridor. Many other areas of the City have a more modest level of tree cover, but the cumulative effect is substantial, with positive impacts to the community. Tree cover helps to improve water quality, conserve energy, lower city temperatures, reduce air pollution, enhance property values, provide wildlife habitat, facilitate social opportunities, and provide general aesthetic benefits. The City worked with the Virginia Department of Forestry to evaluate its tree canopy.

The Urban Tree Canopy

In 2010, the Virginia Department of Forestry evaluated the urban tree canopy in the City of Fredericksburg. The urban tree canopy is the layer of leaves, branches, and stems of trees that

cover the ground when viewed from above (using high resolution aerial imagery) and the protocols for such an assessment have been standardized by the U.S. Department of Agriculture. The data used had been developed in 2008.

The 2010 analysis showed that 2,979 acres of Fredericksburg is covered by tree canopy. This acreage corresponds to 44.4 percent of all land within the City. An additional 1,603 acres of the City could be improved to support additional urban tree canopy. This acreage constitutes 24 percent of City land and the areas with the strongest potential for possible tree canopy are those areas zoned for residential development and certain commercial uses. The City Council has committed itself to continue to add to the City's urban tree canopy and supports the local non-profit organization Tree Fredericksburg to help it do so.

Climate

The City of Fredericksburg enjoys a humid, temperate climate. The average monthly temperature varies from 35.4 degrees Fahrenheit in January to 76.9 degree Fahrenheit in July. The average annual rainfall is 38.4 inches and the average annual snowfall is 16 inches.

Rappahannock River

The Rappahannock River originates at a spring in the Blue Ridge Mountains and flows east, for 185 miles, to the Chesapeake Bay. To the west, this waterway is typical of the streams that course through the farmland of the Virginia Piedmont, while to the east the river flows quietly through the Tidewater region. The middle section of the river, west of the fall line, has remained fairly primitive, primarily through ownership of its riparian lands by the City of Fredericksburg.

Since the early twentieth century, a series of dams had been envisioned for generating hydroelectric power. A nuclear power plant on the North Anna River, however, replaced hydroelectric power in the Rappahannock valley after only one dam had been built. The City took possession of the land in anticipation of a flood control dam, which had been proposed by the U.S. Army Corps of Engineers after the devastating flood of 1942. The Federal government could never get the cost-benefit analysis to be credible, though, and further studies were curtailed by the U.S. Congress in 1974. The dam project was cancelled entirely in 1989.

The City had recognized that the forested riparian lands along its river holdings provided significant environmental benefits that protected the river's water quality, which is the City's

primary source of drinking water. As a consequence, it developed policies to protect the intact ecosystem in its natural state. In 1999, the City joined with Spotsylvania County to develop a regional water treatment plant at the Mott's Run Reservoir and the dam that created the instream reservoir thus became obsolete. The City worked with the Friends of the Rappahannock and the U.S. Army Corps of Engineers to remove this last obstruction on the river and Corps breached the dam in 2004, which made the Rappahannock River a free-flowing river from the mountains to the Chesapeake Bay. Fredericksburg continued to protect the Rappahannock River as a significant water and open space resource by placing a conservation easement over 4,232 acres of forested riparian lands it owns in five jurisdictions.

A portion of the Rappahannock River is also designated as a State Scenic River, from its headwaters to Fredericksburg's Mayfield Bridge. Its major tributary, the Rapidan River, has been evaluated for similar designation and that waterway, from the Germanna Bridge (State Route 3) to its confluence with the Rappahannock River, would qualify for similar designation. In addition, the stretch of river from the Mayfield Bridge to the Chesapeake Bay has a strong potential for scenic river status. The Captain John Smith Chesapeake National Historic Trail extends up this tidal section of the Rappahannock River to Fredericksburg, which is the farthest west that Captain Smith was able to reach during his explorations in 1608.

Identified challenges related to the Rappahannock River's water quality include siltation and nutrient loading from development in the upriver watershed. The City's upriver watershed policies seek to curtail erosion on City lands, but some problems persist because of inadequate regulatory oversight. Within the City limits, development within the downtown floodplain has the challenge of having to meet current Building Code standards while being integrated into the historic setting. Finally, new federal and state environmental regulations for stormwater are going into effect and the City will be required to ensure that its runoff does not exceed a total maximum daily allowance. The City will develop new administrative procedures to ensure stormwater facilities throughout Fredericksburg are identified, improved, and monitored.

Wetlands

Wetlands are transitional lands between terrestrial and aquatic ecosystems. These areas provide critical habitat for fish and wildlife, assist in stormwater management, and help protect water quality by absorbing and filtering sediments and pollutants. Because plants and soils provide a readily measured record of a site's hydrology, wetlands are defined, for regulatory purposes, as areas that have one or more of the following characteristics:

1. The land predominantly supports, at least periodically, plants that grow in water or extremely moist ground.

2. The substrate is predominantly undrained hydric soil.
3. The substrate is saturated with water or covered by shallow water at some time during the growing season of each year.

Wetlands are further classified as tidal or non-tidal. Tidal wetlands are found between, and contiguous to, mean low water and an elevation above mean low water equal to a factor 1.5 times the mean tide range. These wetlands can be either vegetated or non-vegetated. Non-tidal wetlands are those areas that contain wet soils, plants adapted to growing in such areas, or show evidence of water on or immediately below the land surface during the growing season.

The following specific sites are known wetlands within the City. A wetlands zoning ordinance regulates land use and development within these areas as well as any other areas that may be identified as wetlands:

- Rappahannock River shoreline
- Hazel Run and its tributaries
- Smith Run/Falling Creek
- Fall Quarry Run
- Deep Run tributary
- Rappahannock Canal
- Gayles Pond/College Marsh
- Snowden Pond and adjacent marshes
- Old Mill Park marshlands/mill race areas
- Twin Lakes and other lakes/ponds
- Canterbury Subdivision wetlands
- Scotts Island
- Other isolated non-tidal wetlands
- Other intermittent streams

Chesapeake Bay Preservation Areas

In 1988, the Commonwealth of Virginia enacted the Chesapeake Bay Preservation Act to ensure proper land use management at the jurisdictional level, with the intent to improve the quality of water entering the Bay. The City identified Chesapeake Bay Preservation Areas within the City limits and incorporated measures to protect water quality in its zoning, subdivision, and erosion and sediment control ordinances (see Map 5-3).

The State water quality program has the following objectives:

- Protect existing high quality State waters and restore all other State waters to a condition or quality that will permit all reasonable public uses and will support the propagation and growth of all aquatic life, including game and fish, which might reasonably be expected to inhabit them.
- Safeguard the clean waters of the Commonwealth from pollution.
- Prevent any increase in pollution.
- Reduce existing pollution.
- Promote water resource conservation to provide for the health, safety, and welfare of the present and future citizens of the Commonwealth.

The Chesapeake Bay Protection Areas are classified as Resource Protection Areas (RPAs) or Resource Management Areas (RMAs). These areas have been identified and mapped according to natural terrain features.

Resource Protection Areas

Resource Protection Areas (RPAs) are those lands which have an intrinsic water quality value. In their natural condition, these lands remove, reduce, or assimilate sediments, nutrients, and potentially harmful or toxic substances in runoff entering the waterway. Such areas include tributary streams, tidal shorelines, tidal wetlands, and certain non-tidal wetlands. These RPAs are sensitive to significant degradation and must include a buffer of at least 100 feet in which development is largely prohibited.

Tributary Streams – The City has designated the Rappahannock River and Hazel Run as tributary streams, to serve as the base line for RPAs within the City limits. These perennial streams are regulated by the State Water Control Board. Adjacent lands which could influence water quality, if disturbed, are regulated by the City as RPAs and/or RMAs.

Tidal Shoreline Overlay – The City's designated tidal shorelines have been identified from Deep Run to the area above Scott's Island (using the National Oceanic and Atmospheric Administration's Nautical Chart 12237). From Scott's Island to the fall line, wetlands have been identified using the National Wetlands Inventory Map (Fredericksburg Quadrangle). The City seeks to avoid disturbing these tidal shorelines, but will consider water dependant activities and shoreline stabilization, as permitted by State regulations.

Tidal Wetlands Overlay – The City has about ¼ acre of vegetated tidal wetlands. The preferred land use is avoidance, but if avoidance is not possible then steps need to be taken to minimize all potential impacts.

Non-Tidal Wetlands Overlay – Non-tidal wetlands are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support vegetation adapted for life in saturated soils. Two areas of non-tidal wetlands met the criteria to be included as RPAs. The first is Back Marsh, a wetland to the west of Snowden Pond. The second is located at Old Mill Park, between the park entrance and the power lines. Due to their characteristic hydrology, these areas are useful as protected features that contribute to overall water quality protection.

RPA Buffer – Chesapeake Bay regulations specify at least a 100-foot buffer adjacent to and landward of any of the above designated RPA components. This buffer becomes part of the RPA and must be further protected by an adjoining Resource Management Area (RMA).

Resource Management Areas

If improperly developed, RMAs have the potential to significantly diminish the functional value of an RPA. The lands designated as RMAs in the City are those areas sensitive to any disturbance, especially the removal of natural vegetation. Those areas include floodplains, highly permeable soils, highly erodible soils and steep slopes, and certain other non-tidal wetlands. Development is not prohibited in an RMA, but does require cautious development practices.

Floodplain – The City's Floodplain Overlay District protects those areas of the City subject to periodic inundation due to floods. Development in the floodway is largely prohibited, to avoid increasing flood heights and restricting the passage of flood water. Development within the floodway fringe is allowed as long as it will not adversely impact the environment or cause a hazard to human safety.

The City-owned lands in the upriver watershed are being maintained in their natural state. In addition, much of the riparian corridor within the City limits remains natural floodplain, which will effectively diffuse flood waters. These natural floodplains are intact and will remain unobstructed. Much of downtown Fredericksburg, on the other hand, is within a floodplain that has been developed since the community's founding in the eighteenth century. This area is historic, but redevelopment occurs within the dictates of current Building Codes and environmental protection regulations.

Map 5-3. Chesapeake Bay Protection Areas.

Highly Permeable Soils – Soils transmit water both vertically and horizontally, the water eventually entering the water table and/or a waterway. Highly permeable soils allow water to enter the water table and/or surface waters before proper natural water treatment has occurred. Most of the City's highly permeable soils are found west of Interstate-95, near the Rappahannock River.

Highly Erodible Soils and Steep Slopes – The susceptibility of soils to water erosion, both from rainfall and runoff, is a combination slope length and steepness and the soil loss tolerance. Identified areas of highly erodible soils and steep slopes that are adjacent to or contiguous to an existing RPA were included in the RMA designation.

RMA Non-Tidal Wetlands – Although wetlands on or contiguous to perennial streams are identified as RPAs, isolated wetlands or those on intermittent streams also play a role in water quality protection. The City has identified certain wetlands as RMA features, to address the cumulative impact associated with the loss of non-tidal wetlands.

RMA Smith Run – Smith Run possesses characteristics that warrant RPA designation, but is still designated an RMA. It drains a watershed of approximately 1,090 acres and contributes one-third of Hazel Run's peak flow during a single storm. In addition, the stream valley has high runoff due to steep slopes and relatively impermeable soils. To address these issues, the City designated a 250 foot area on either side of Smith Run as an RMA. The designation does preclude development, but should set land disturbing activity away from the stream. A conservation zone along Smith Run protects both the natural and historic terrain and should serve to preserve the area and eliminate the need to redesignate the resource.

Intensely Developed Areas

Designation of some lands as Intensely Developed Areas (IDAs) recognizes that there are areas with little natural environment remaining within what would otherwise be designated preservation areas. Although these land uses may be in compliance with the underlying zoning district, they may not conform to the Chesapeake Bay Protection Program. In these instances, development and redevelopment that complies with the performance criteria of the Chesapeake Bay Preservation Overlay District is more desirable than creating new development centers within the designated RPAs. The City has identified several IDAs. The first is the section of the Rappahannock River RPA that extends from the Falmouth Bridge to the City Dock (with the exception of existing waterfront parks). The second IDA is the Hazel Run RPA that courses through the industrial park. The third and fourth IDAs are on North Hazel Run, behind existing

commercial and residential development. The IDA designation allows redevelopment to continue, but within guidelines that encourage reduction of impervious areas.

Municipal Separate Storm Sewer System (MS4)

Polluted stormwater runoff impairs the quality of natural water bodies. Runoff flows over land and through storm sewers and is often discharged untreated into local waterways.

Uncontrolled, this water pollution destroys fish, wildlife, aquatic habitat, and water supplies. Under the Clean Water Act, local governments are going to be required to address stormwater through an increasingly comprehensive regulatory program. Fredericksburg's Municipal Separate Storm Sewer System (MS4) is the system that collects and conveys stormwater that ultimately discharges into the Rappahannock River and its tributaries.

The MS4 includes roads, drains, catch basins, curbs, gutters, ditches, man-made channels, and storm drains. Stormwater management has become increasingly effective in addressing both the volume and duration of stormwater, but stormwater management systems in older developments are often ineffective and even non-existent. The MS4 program is going to require jurisdictions to remain below an assigned total maximum daily allowance for pollutants. To achieve that end, the locality will need retrofit existing stormwater management systems. The overall program will include the following efforts:

- Illicit Discharge Detection and Elimination
- Construction Site Runoff Control
- Post Construction Site Runoff Control
- Pollution Prevention and Good Housekeeping

Open Space/Greenways

Fredericksburg encompasses significant natural resource areas, such as stream valleys, various wetlands, and mature woodlands. Development can fragment these natural assets, which diminishes their effectiveness, so the concept of green infrastructure has been developed to guide decision making. Green infrastructure is defined as an interconnected network of natural areas and open space, managed to conserve their natural ecosystem functions. The components of green infrastructure include forested areas (commercial and non-commercial), waterways, wildlife areas, wetlands, historic landscapes, farms, and public parks.

Fredericksburg has several activities underway that collectively comprise green infrastructure. The activities include the following:

- Land and open space conservation
 - Upriver riparian lands conservation
 - Ownership of riparian land within the City limits
- Parks and greenways
 - City parks identified in Table 4-5
 - City trails identified in Table 3-1
- Urban reforestation (noted above under Woodlands/Tree Preservation)
- Stormwater management
 - MS4
 - Chesapeake Bay program
 - Low impact development ordinance
 - Floodplain overlay ordinance
 - Wetlands ordinance

Remediation of Brownfields

Fredericksburg is a community that has experienced human activity for nearly three centuries. Historic land uses include weapons manufacturing, iron forges, water powered mills, and factories. Some of these places may have some level of contamination (copper, lead, zinc, mercury, etc.) and the City has worked diligently with property owners and investors to ensure that any contaminants are identified and remediated before development and/or redevelopment occurs. Some of the older sites are within the historic areas of the City, while certain entryway corridors have older service stations that might have issues with petroleum hydrocarbons. Table 5-3 shows the areas targeted for the use of available public funding to identify possible contaminants. Remediation of sites confirmed to be brownfields helps to remove known health hazards and return the land to productive use.

Table 5-3. Potential brownfield areas.

Site/Area of Concern	Anticipated Contaminants
Downtown	Metals, Semivolatile Organic Compounds (SVOCs), Volatile Organic Compounds (VOCs)
Entryway corridors	Petroleum, Solvents, Polycyclic Aromatic Hydrocarbons (PAHs)
Battlefield Industrial Park	Metals, Hydrochloric Acid, Solvents, polychlorinated biphenyls (PCBs)
Industrial area near Hazel Run	Petroleum, Creosote

Environmental protection goals

Goal 1: Ensure resource protection during development

Ensure that growth and development does not compromise the function of natural ecosystems.

Goal 2: Watersheds

Protect the ecological integrity of the Rappahannock River watershed from inappropriate development, in order to ensure the highest water quality and to preserve natural resources for the benefit of present and future generations.

Goal 3: Natural Functions of the River

Maintain the ecological integrity of the Rappahannock River system and its tributaries for their biological functions and wildlife habitat, as well as for drainage, recreational uses, and other purposes.

Goal 4: Water Quality

Improve water quality through implementation of best management practices for stormwater management, erosion and sediment control, and wastewater treatment that meet or exceed State regulatory requirements.

Environmental Protection Policies

The following key policy statements will guide protection of the City's environmentally sensitive lands:

1. Preserve and protect the Rappahannock River watershed, by controlling stormwater, non-point source pollution, and streambank erosion.
2. Address sediments load in the river at their source, through upstream initiatives that arrest or minimize erosion. Pursue mechanical removal of sediment in the tidal section of the river, if feasible and cost effective.
3. Encourage low impact development, by restricting unnecessary grading and clearing of natural vegetation and incorporating natural features in site design.
4. Minimize tree loss as development and redevelopment occurs in the City. Encourage public and private tree planting initiatives.
5. Improve stormwater, wastewater, and erosion and sediment control systems.
6. Maintain natural floodplains intact, such as Butzner flats and Old Mill Park, to ensure these areas continue to provide critical flood impact mitigation.

7. Discourage the use of on-site sewage treatment methods.
8. Minimize nutrient loading and sedimentation of the City's waterways.
9. Avoid road development through environmentally sensitive areas.
10. Protect wooded riparian buffers along the City's waterways.\
11. Incorporate indigenous vegetation into landscaping designs.
12. Ensure appropriate maintenance of all stormwater management systems so they continue to function as designed.
13. Encourage site-level water conservation measures during development and redevelopment.
14. Develop an interconnected system of natural areas (open spaces, wildlife habitats, environmentally sensitive lands, vistas, etc.) that are connected by accessible pathways.
15. Use every opportunity to expand the City's green infrastructure.
16. Promote eco-tourism that balances resource protection with recreational uses.

Environmental Protection Initiatives

These initiatives outline key steps for implementing the long-term goals and guiding policies for protecting environmental resources.

1. Continue to update and strengthen development regulations related to water quality and use of sensitive lands.
2. Expand tree planting initiatives in neighborhoods, along road corridors, and in City parks.
3. Continue to implement the Fredericksburg Watershed Property Maintenance Plan that protects the City's upriver lands, with emphasis on tree protection, halting encroachments, minimizing non-point source pollution, preservation of historic resources, and identifying key additional land parcels for acquisition.
4. Continue to develop enhanced stormwater management and erosion and sediment control regulations, to be consistent with new requirements promulgated by the Commonwealth of Virginia.
5. Continue to inventory existing stormwater outfalls, in order to improve them as necessary to ensure they do not cause erosion or other environmental degradation.
6. Establish a system of incentives that encourage developers to exceed erosion and stormwater management requirements.
7. Establish a street tree inventory, to assist in developing a tree plan and to provide a basis for appropriate maintenance of street trees.
8. Coordinate public landscaping efforts with private efforts.

9. Protect scenic areas and vistas, by limiting signs and other visible intrusions in the upriver riparian corridors.
10. Reduce adverse recreational impacts by closely monitoring access areas for erosion, vegetation destruction, and accumulations of trash.

Chapter 6:

Business Opportunities

Background

Fredericksburg's businesses tend to be focused in three areas of the City – in the traditional central business district (downtown), along various commercial corridors, and in business opportunity districts. There are also a few small businesses at intersections within residential neighborhoods. These latter locations are a remnant of historic development patterns that remain viable today.

Downtown

Preserving the mixed-use character of downtown Fredericksburg is critically important to the continued economic health of the community. The central business district has always been home to commercial, residential, office, and institutional uses – comprising a mix of interrelated activities necessary for sustaining a viable urban center. This built environment functions within a traditional street grid that effectively diffuses modern traffic, while maintaining a pedestrian scale. The continued preservation of downtown Fredericksburg's distinctive character is a cornerstone of this Comprehensive Plan.

Fredericksburg's Economic Development Authority has recognized Fredericksburg's downtown area as the City's ongoing economic development opportunity. Its strengths and opportunities for continued investment can be summarized as follows.

Strengths

- Independent businesses
- Well preserved historic setting
- Riverfront close by
- Railway station is a multimodal hub and a gateway
- Mix of uses (attention to zoning has provided for both commercial and residential development)
- Pedestrian friendly (sidewalks, street grid, safety features at crosswalks)
- Active arts community

- Special events occur year round
- Newly established Main Street program

Challenges/Opportunities

- Inadequate mix of business types
- Vacant storefronts
- Deferred maintenance (demolition by neglect)
- Perception of a parking problem (availability as well as limited time allowed)
- Underused/open sites (infill opportunities)
- Some businesses unmotivated to extend hours to evenings

A competitive commercial mix is necessary for downtown success, but difficult to achieve with every storefront independently owned/operated. Efforts need to focus on developing a viable diversity of businesses that will fill vacant storefronts as well as expand commercial activity at existing enterprises. One of the constraints to achieving this objective is the dominance of large-scale outlying commercial areas. As a consequence, regulatory statutes related to parking and redevelopment need to be reviewed very carefully, to ensure they promote and encourage, rather than hinder downtown revitalization.

Downtown Fredericksburg could also be the focal point of an expanded tourism program. One of the challenges of tourism is to provide various experiences so a visitor has reason to stay longer as well as return for another visit. Another challenge is to recognize the carrying capacity of the visitor destination so visitation does not begin compromise the character of the community. In effect, tourism should benefit both the visitors who seek to experience a place as well as the host community. The City's tourism efforts have consistently sought to add to visitor options and have also worked to encourage special events and large group visitation.

Corridors

Fredericksburg is defined geographically by distinct, identifiable areas of activity, connected by a network of transportation corridors. In addition to serving the important function of moving traffic, these corridors also represent a range of economic opportunities. Redevelopment along these routes, with an emphasis on mixed-uses and appearance, will help the City to achieve its economic development goals. The various corridors have differing levels of intensity, due primarily to their transportation function.

Major Corridors That Pass Through the City

A north-south and an east-west highway intersect in Fredericksburg. Each carries heavy volumes of traffic that pass through the City although much of the traffic is also local. There are several places along these major corridors that are suitable for a more intense development than currently exists.

U.S. Route 1 Bypass (Jefferson Davis Highway) – This corridor extends from the Rappahannock River to the south city limit, but its greatest long term development potential is in its northern section, between the river and State Route 3.

State Route 3 (Blue and Gray Parkway) – From east to west, this route extends from the Rappahannock River to Central Park Boulevard. The development potential is primarily in its western section, between Central Park Boulevard and Woodlyn Drive, but there have also been suggestions of redeveloping the corridor between Dixon Street and Lafayette Boulevard from industrial to commercial.

Development Corridors

Some corridors were created to open land to development. These roads provide new connections to existing ones, but are not suitable for the same level of development that will occur on through highways.

Cowan Boulevard – This road connects the Jefferson Davis Highway with Central Park, crossing over the barrier to east-west travel in the City that is Interstate-95. It is already a residential corridor, with a connection to Mary Washington Hospital. Commercial development potential occurs adjacent to Interstate-95.

Fall Hill Avenue – This road historically connected Fredericksburg with upriver mills and mines. At one point, it would have been classified as an entryway corridor to the City's urban core, but Jefferson Davis Highway changed development patterns and a section of Fall Hill is a one-way road, coming away from downtown. Further, a project to improve Fall Hill Avenue from a two-lane road to a four-lane divided road will end at the Rappahannock Canal, where it will intersect with a new four-lane road (Mary Washington Boulevard) in order to connect to the Jefferson Davis Highway. West of Interstate-95, Fall Hill Avenue can be intensely developed. East of the interstate, Fall Hill Avenue will remain a wooded roadway with very limited development potential.

Future Development Corridors

A new road will need to be built, east of Interstate-95, to connect State Route 3 and Fall Hill Avenue. The section between Route 3 and Cowan Boulevard is an undeveloped tract that is

planned for mixed use development. The section between Cowan Boulevard and Fall Hill Avenue is already developing as a residential neighborhood. This road is not programmed for public funding, but will be privately developed.

Entryway Corridors

Roads that carry traffic from major roadways to downtown Fredericksburg function as entryway corridors. These routes provide a transition from heavily traveled roadways and a sense of arrival to the historic urban core.

Princess Anne Street – This corridor includes post-World War II commercial buildings at its western end, an industrial section between Pelham and Herndon Streets, and a mix of residential and commercial buildings as this route extends in to the Historic District. The areas identified for increased levels of development occur between the Jefferson Davis Highway to Fauquier Street. Of special interest within this corridor is the area called the Mill District, which is an area with large industrial structures and connections to the Rappahannock River. There are substantial opportunities for adaptive reuse of the historic building as well as new construction on nearby vacant land.

William Street – As a through-corridor, William Street is also known as State Route 3 and the Blue and Gray Parkway as the Route 3 Bypass. As an entryway corridor, William Street starts at the Blue and Gray Parkway and extends to the Rappahannock River. The redevelopment potential for mixed uses is a very short section, from Washington Avenue to Prince Edward Street.

Lafayette Boulevard - Lafayette Boulevard is the U.S. Route 1 Business Route and consists of mid-twentieth century dwellings at its southern end, the wooded area at the entrance to Lee Drive within the Fredericksburg and Spotsylvania National Military Park, industrial buildings near the Blue and Gray Parkway, and early twentieth century houses and commercial buildings as the road enters into downtown. Much of this route consists of residential subdivisions, with a scattering of commercial activities. In the long term, this road will be improved to a four-lane divided facility, which will maintain the neighborhoods intact, but have a substantial impact on properties that front on this road. Redevelopment potential is limited to the section between Lee Drive (the entryway to the National Park) and Sophia Street, which was a route once improved and maintained by the Federal government as the route between the rail station and the National Cemetery.

Dixon Street – This road is a four-lane divided road (State Route 2/17) within the city limits, but becomes a two-lane road when it courses into Spotsylvania County. A significant amount of traffic uses this route, which intersects with the Blue and Gray Parkway. The area suitable for

continued commercial development is the section between Beulah Salisbury Drive and Lansdowne Road.

Urban Riverfront Corridor

The Sophia Street corridor, from the City Dock to Fauquier Street has received attention for several decades as a potential riverfront park. These plans have been amended many times as development has occurred. At present, a riverfront park is being designed on 3 acres of City-owned land between Hanover and Wolfe Streets. The concept for the road corridor is to encourage development on the west side of the street, while leaving the east side open.

The challenges in each of these corridors vary, but the consistent emphasis is on improving the roadways themselves as well as providing the appropriate development opportunities through City policies and regulation.

Corridor design guidelines have been developed for Princess Anne Street and Lafayette Boulevard.

Non-Conforming Signs

Signs should complement their location, whether mounted on a building or standing alone. They should be integrated into their surroundings to ensure they fulfill their primary function of providing information. Non-conforming off-premise signs (billboards) are not consistent with the City's goal to enhance its overall appearance. At present, there are approximately 25 billboards throughout the City and long range plans are to see their eventual removal.

Business Opportunity Districts

Central Park serves as both a local and regional shopping area and is a major economic resource. The Celebrate Virginia campus is being developed as a major retail and hotel/conference center and will also include education and entertainment services and venues. It is important that these areas remain economically viable.

The identified challenges in business opportunity districts include the changing dynamic of the retail industry. It will be important for the City to promote high-quality development and redevelopment that is sustainable and attractive within these business opportunity districts.

Neighborhood Commercial Locations

Fredericksburg is an old community that once had numerous small-scale commercial activities within residential areas. Many of these commercial ventures did not survive the arrival of shopping centers, but those that were located at reasonably well-travelled intersections managed to stay in business and even thrive. Those that serve neighborhood needs, such as small restaurants, beauty parlors, etc. are encouraged to remain in business and the City has designated many of the older residential areas for neighborhood commercial uses.

Goals for Business Opportunity Districts

Goal 1: Downtown as a Center for Commerce, Culture, and Community

Ensure that downtown Fredericksburg continues to serve as a center of commerce, culture, and government, in order to provide economic stability and a sense of community. Encourage the preservation and adaptive reuse of downtown buildings.

Goal 2: Well-Balanced Mix of Uses

Ensure downtown Fredericksburg develops a well-balanced mix of businesses, residences, services, arts, recreation, historic amenities, and government facilities.

Goal 3: Commercial Development

Provide for retail and office space development to occur in areas identified for growth, to ensure the City can accommodate and capture its projected share of regional economic growth.

Goal 4: Visual Character

Pursue patterns of development as well as landscaping and street trees in business district, to preserve and enhance the City's visual appeal.

Goal 5: Mixed-Uses

Achieve mixed-use development patterns as redevelopment occurs within designated corridors, blending commercial and residential uses, as appropriate to specific locations.

Goal 6: Compliment and Connect Business Districts

Ensure that new suburban business districts complement and connect to the City's downtown and its business corridors, through multi-modal transportation and a commercial mix that offers a wide variety of goods, services, and jobs.

Policies for Business Opportunity Districts

The following key policy statements provide guidance for enhancing new and existing business opportunity districts:

1. Pursue mixed-use land development patterns.
2. Continue to develop corridor-specific studies and area plans, as needed.
3. Encourage public and private initiatives to install street trees and landscaping, and to relocate overhead utilities, as feasible and where appropriate.
4. Ensure that development and redevelopment within the City includes provision for transit and pedestrian access (sidewalks, pathways, and crosswalks), so the community is made accessible to all residents.
5. Follow the concept of complete streets and develop infrastructure that provides for multiple modes of transportation.
6. Improve the existing suburban business districts to accommodate pedestrians, cyclists, and transit.
7. Implement state-of-the-art development standards for new development and redevelopment related to site layout, building configuration, landscaping, signage, parking lot design, vehicle and pedestrian circulation, stormwater management, and environmental protection.
8. Continue to coordinate with neighboring jurisdictions when developing long range plans for infrastructure and land use.

Initiatives for Business Opportunity Districts

The following initiatives outline key steps for implementing the long-term goals and guiding policies for Fredericksburg's business opportunity districts:

1. Adjust zoning provisions to encourage mixed-use development, to allow for greater densities and appropriate building heights, setbacks, and uses.
2. Develop corridor-specific design guidelines that articulate the expected form and nature of new development along designated corridors.
3. Evaluate form-based regulations as optional overlay regulations for use in selected areas, to encourage development that meets adopted goals in designated corridors.
4. Define the elements of redevelopment that the City can provide, to encourage development/redevelopment activity.
5. Streamline the review of desired forms of development.
6. Pursue both public and private funding opportunities for improvements to corridor infrastructure.

7. Continue to evaluate the effectiveness of commercial zoning standards to include building heights, setbacks, density, ground floor uses, floor area ratios, materials, special exceptions, and other design standards.
8. Work with the Economic Development Authority to develop incentives for landscaping, signs, and other site improvements in designated areas.

Chapter 7:

Residential Neighborhoods

Background

The City's physical design determines how well it functions – whether all residents can get to places beyond their neighborhood, whether children have access to playgrounds and popsicles, and whether someone's guest can find a parking space. Older parts of the City exhibit architectural diversity, tree lined streets, and sidewalks, which are all features that define Fredericksburg's character and contribute to its charm. Newer development, however, is often more typical of suburban communities, where the emphasis is on automobile access instead of pedestrian safety. These suburban style neighborhoods are attractive in their own right, but their basic design limits interaction.

Fredericksburg was initially oriented to the Rappahannock River, which served as the town's infrastructure for growth. During the railroad era, steel tracks cut through the central business district and provided another means to receive and distribute goods. In both instances, the City remained a relatively compact place. Electricity and automobiles, however, facilitated growth beyond the urban center and publicly funded roads subsidized suburban growth by opening up new land to development. In these areas of low-density development, average daily travel increased dramatically between the increasingly dispersed houses, jobs, and shopping.

A community's cohesion is directly linked to its design. In recent years, the environmental sustainability of buildings has been rated through a system called Leadership in Energy and Environmental Design (LEED). The U.S. Green Building Council, which developed LEED, has also worked with the Congress for New Urbanism and the Natural Resources Defense Council to extend the LEED certification concept to entire neighborhoods. This new set of standards is called LEED-ND (Neighborhood Design). When these new standards are applied locally, the desired characteristics of an integrated community are already evident, which is no surprise since the standards were developed by looking at historic neighborhoods in the first place.

The neighborhood concept is important to Fredericksburg's long-term health and welfare. Neighborhoods are the building blocks of a community, serving as the first level of community interaction. There is a growing emphasis, through LEED-ND and otherwise, on creating what are called livable communities. The concept is to ensure neighborhoods are accessible and

affordable. Safety, walkability, transportation options, social interaction, and access to shopping, work, and health services are universal goals and should be available to all citizens, including children, elderly persons, and persons with disabilities.

While neighborhoods are the building blocks of the community, individual houses are the building blocks of a neighborhood. Fredericksburg has an array of housing types, ranging from Colonial era dwellings to modern day condominiums. Numerous historic neighborhoods impart a traditional charm to the community, while newer neighborhoods provide additional housing choices to a growing population. The City's housing and real estate market is affected by three major factors, as follows:

1. The City is closely linked, by rail and roadway, to the Northern Virginia/Washington D.C. Metropolitan Area, which brings the local housing market within that larger metropolitan area, with a corresponding increase in cost.
2. The University of Mary Washington does not have sufficient housing for its enrolled student population, which brings a strong demand for rental units to the adjacent City neighborhoods.
3. Newer neighborhoods, located close to Interstate-95, do not have the same physical connections to the community as the older neighborhoods have, which is due to their proximity to the urban core.

Neighborhoods

Some of Fredericksburg's neighborhoods are new, many are old, and some are part of the residential/commercial mix that is downtown. Most of the City's residential areas are accessible by means other than automobiles and are also close to services and entertainment. Where neighborhoods already approach full accessibility and livability, the City intends to protect those conditions. Where neighborhoods were established without full accessibility or have other limitations, the City will explore options to better integrate those neighborhoods into the larger community. Potential solutions to address isolated areas include trail connections, transit service, and so on.

Identified challenges facing Fredericksburg's neighborhoods include a variety of issues related to infrastructure, provision of services, tree cover, parking management, traffic control, and redevelopment pressures. Some problems are self-inflicted. Decisions to widen sidewalks, for instance, have too often reduced the area between the sidewalk and the curb that was provided for street trees. The design of existing neighborhoods also merits more respect. Some neighborhoods have alleys, which provide a route for overhead wires (leaving the streets

open for trees) and offer options for off-street parking. Some of these alleys have become blocked over the years - by trees, fences, and debris – eliminating their carefully designed neighborhood function. Alleys need to be returned to a functioning status.

Buildings and roads can be built almost anywhere because of contemporary engineering capabilities. For a community to function, however, its individual components need to be assembled in a logical pattern that places due emphasis on the end user rather than the initial developer. Further, end users must be identified as the entire community, not just persons who drive automobiles.

There are four essential principles of neighborhood design, regardless of its size. The end users, noted below, are those persons who will actually live within and experience the community:

- Function – Ensure that the proposed environment works effectively for the convenience and comfort of all users.
- Order – Ensure users can readily understand and orient themselves to the environment.
- Identity – Ensure the visual image of the environment reflects the community's values.
- Appeal – Ensure the environment gives pleasure to its users, over time.

The following guidelines provide a comprehensive approach to planning, by acknowledging travel of all kinds. This emphasis on transportation is important because infrastructure is such a basic component of functional design. Cities cannot exist with only one mode of transportation, as has become the case with suburban jurisdictions. The following urban goals must also be considered very early in the development process because they are the means for the community to grow economically, while remaining functional to all of Fredericksburg's citizens.

Provide a Pedestrian-Friendly Environment

- Design streets to ensure safe pedestrian crossings to bus stops.
- Reinforce pedestrian access through appropriately sized and unobstructed sidewalks.
- Provide shade trees on all streets, to the maximum extent feasible.
- Allow streets to frame vistas or to terminate at parks and similar places.

Ensure Pedestrian Connections

- Provide a coordinated system of internal sidewalks as well as bicycle/foot trails that connect to other parts of the City.

- Locate pedestrian routes and hiking/biking trails along existing travelways, as much as possible, rather than in the rear of residential areas.
- Link pedestrian routes and hiking/biking trails to local destinations. Where street connections are not feasible, provide properly designed alternative linkages between residential and commercial areas.
- Ensure pedestrian routes and hiking/biking trails link to bus stops.
- Provide bicycle racks at various destinations (multi-modal exchange points, commercial areas, recreational sites).

Provide Interconnected Streets

- Avoid uninterrupted block faces that preclude buses from serving a neighborhood.
- Provide multiple travel routes that do not require the use of arterial roadways.
- Provide a coherent and interconnected street system, to diffuse traffic as well as to ensure convenient pedestrian and bicycle circulation.

Maintain a Clear Hierarchy of Streets

- Construct neighborhood streets so as not to compromise pedestrian safety and to avoid excessive automobile speeds.
- Ensure primary and secondary streets provide appropriate connections, yet discourage through-traffic in neighborhoods with traffic calming features incorporated into the secondary roadway design.
- Avoid the use of arterial streets within residential neighborhoods. Where busy roadways already pass through neighborhoods, implement traffic calming measures.
- Ensure local streets are no more than adequate for automobiles and emergency and service vehicles, as a means to provide for travel and parking without creating the conditions that encourage excessive speed. This configuration will also allow street trees to form an overhanging canopy.

Maintain/Reestablish Alleys

- Make use of alleys for overhead utilities (leaving the streets open for trees) and for access to off-street parking (relieving on-street parking).
- Reclaim alleys that have grown up with trees or been blocked by debris and/or fences.

Integrate Transit into the Community

- Use transit stops as community focal points.
- Allow mixed uses around transit stops, so users can combine activities into one trip.

- Consider transit needs very early in the development process.

Provide Linkages

- Anticipate pedestrian travel routes to bus stops and other destinations and provide the appropriate pedestrian facilities.
- Ensure that persons with disabilities can access the community through accessible transportation options.
- Ensure pedestrian routes are easily recognized through unified pavement textures, trees, signs, and street furniture.

Ensure the Safety of All Users

- Without compromising automobile safety, design local streets with minimum widths, turning radii, and design speeds as a means to ensure pedestrian access and safety.
- Design intersections with minimum widths, both to slow traffic and to reduce pedestrian crossing distances.

Evaluating Development/Redevelopment Plans

There is no single means to provide an attractive, well functioning community. Instead, a variety of principles are considered and deliberate steps taken during the development/redevelopment process to achieve results that meet the City's needs.

Housing

During the past several decades, the Fredericksburg area has experienced rapid housing development to meet the needs of a growing population. The predominant type of construction has been townhouses and apartments, but the City has also seen its share of new single-family detached housing. Much of this growth is a direct result of the area's physical links to the Northern Virginia/Washington D.C. metropolitan area and its strong economy supporting government functions. Since Fredericksburg is within commuting distance of this massive employment center, the anticipated demand for new housing is in the townhouse and condominium market. Interestingly, condos and townhouses are key elements of mixed uses, which characterize Fredericksburg's historic development.

Historically, Fredericksburg had residential units above commercial storefronts. Many of these units have been brought back into use and other downtown residential development is being proposed. Suburban development had deliberately moved away from mixed uses, but this trend was not economically sustainable and there is a renewed appreciation of greater densities and mixed uses. Increased density, after all, provides a residential retail base and also

promotes social interaction, which becomes a sense of place. Projected professional job growth for the City and the region is anticipated to maintain the market demand for townhouses and condos. Unfortunately, housing costs are expected to rise as well, which is a welcome tax base, but a challenge for ensuring that all citizens can find a decent place to live within their means.

Impact of University of Mary Washington

The University of Mary Washington has begun to develop additional housing for its student population. Residential capacity is a total of 2,786 beds, 1,826 of which are on campus. Another 342 beds are available in an apartment building on William Street. Additional student apartments are part of a mixed-use development called Eagle Village, where another 618 students are housed. There are slightly more than 1,700 students who commute, but it is difficult to ascertain where they actually live. Many students commute from Northern Virginia, Richmond, and many surrounding counties. Nearly 500 students list Fredericksburg as their place of residence, but there are no records to indicate if they live with family or find rental units near the campus. Another 250 students (approximately) do not list an address, but are likely to live in rental units near campus. A maximum of 750 students may live in neighborhoods around the campus, but this number is at the high end and actual renters.

Inventory

Completion of Interstate-95, in the early 1960s, opened up the City and surrounding counties to considerable residential growth. Beginning in the 1970s, there was a decided increase in multi-family dwelling units and the City experienced a shift toward a renter-oriented household population. Table 7-1 shows the trend, although it should be noted that the category for multi-family units includes everything from duplexes to apartments.

Table 7-1. Types of Units in Fredericksburg.

Census	Total Housing Units`	Single-family detached units	Multi-family units
1970	4,571	67%	33%
1980	6,339	56%	44%
1990	8,063	42%	58%
2000	8,888	41%	59%
2010	10,603	41%	59%

Source: U.S. Census Bureau

Homeownership

Evaluating homeownership levels involves looking at both economic as well as demographic trends. Comparative census data reveals a startling increase in the City's housing values.

During the period 1980 to 1990, local housing values more than doubled, from an average of \$48,700 to \$104,900. These figures represent an increase of 115 percent, when the statewide average increase was 89 percent. The 2000 census showed the average price of a house in Fredericksburg to be more than \$135,800. The 2010 census revealed that this average value had jumped to \$323,600.

Demographic data shows a higher number of low income persons in urban centers than are found in suburban jurisdictions. These statistics translate to higher rates of homeownership in suburban jurisdictions. Homeownership levels in Spotsylvania and Stafford Counties, for instance, are 78.0 and 78.3 percent, respectively. This percentage is more than double the rate of homeownership in Fredericksburg, but a straight comparison is neither realistic nor useful. Cities simply have a more diverse population than suburbs. The City has taken several steps to increase homeownership rates, through community development programs and attention to neighborhood design that attracts owners. As can be seen in Table 7-2, this effort has been reasonably successful in stabilizing the percentage of homeowners in the City.

Table 7-2. Homeownership in Fredericksburg.

Census	Households that owned their own home
1970	50.9%
1980	40.9%
1990	37.3%
2000	35.6%
2010	37.6%

A comparison with similar sized cities shows that Fredericksburg has a lower homeownership rate than many places, but some additional factors need to be considered. The barriers to homeownership relate to the City's median income compared to median home values. For instance, Fredericksburg's median income, at \$45,951, is comparable to Charlottesville (\$44,535) and Winchester (\$45,959). Fredericksburg's median home value, however, is at \$323,600, while those other two jurisdictions are lower (Charlottesville \$286,400, Winchester \$241,900) and therefore more affordable. Still, Fredericksburg's homeownership rate, at 37.6 percent, is not much lower than Charlottesville's, at 40.8 percent. Winchester is at 49.5 percent, though. As noted above, the City has managed to increase its homeownership rate

over the past decade and ongoing townhouse and condominium development should help to increase this rate in the future.

Special Needs

According to the 2010 Census, there are 2,447 persons in Fredericksburg who are considered to have a disability. This number is 9.9 percent of the City's overall population and does not include any persons who are institutionalized. Many live with families, but a large number live in the community independently, which often requires modifications and adaptations to the existing housing unit.

The City encourages development of a variety of housing, throughout the City. Some developments are reserved for eligible low income families and individuals. Newer multi-family housing must include a percentage of units that can be adapted to persons with disabilities.

Housing Conditions

Slightly more than 15 percent of Fredericksburg's houses were built prior to 1940, but the age of a building is not usually a determinant of condition. The City has entire neighborhoods of very early homes that are exceptionally well-maintained, while some newer neighborhoods exhibit signs of neglect. The City has adopted the Virginia Maintenance Code, which is part of the Uniform Statewide Building Code, as a way to monitor building conditions.

Fredericksburg has long recognized the interrelationship of both human and physical resources in developing strong, livable communities. Established neighborhoods benefit from a strong base of homeowners, especially in lower income areas. Low income residents who occupy older homes, however, often lack the means to adequately maintain them. The City administers a range of community development programs to address this need,.

Fredericksburg is a Community Development Block Grant entitlement community, which bring in funds from the U.S. Department of Housing and Urban Development. Using these funds, the City provides several programs that relate to neighborhood conservation. Numerous houses occupied by lower income owners have been maintained through timely repairs to roofing, plumbing, and electrical systems (arresting water damage and addressing safety). A homeowner assistance program also helps low income homebuyers to acquire a house.

The importance of housing cannot be overstated. A safe, decent home is a basic need for human dignity. In addition, a child needs proper housing for a fair start in life.

Goals for Residential Neighborhoods

Goal 1: Neighborhood Character

Preserve the character of the City's neighborhoods, by respecting and maintaining their functional design (sidewalks, alleys, etc.).

Goal 2: Neighborhood Quality

Enhance the quality of the City's residential areas, to promote livability and a sense of community. Livability is defined as safe and walkable, a variety of housing choices, and options for gaining access to the larger community (walking, biking, transit, automobile).

Goal 3: Distinct and Attractive Neighborhoods

Ensure the residential areas of the City continue to comprise a collection of distinct and attractive neighborhoods, each possessing a sense of place, history, and shared identity.

Goal 4: Adequate Public Services

Ensure that residential neighborhoods are adequately served with efficient and multi-modal transportation, available parking, street trees, and public services such as trash pickup, leaf removal, and snow plowing.

Goal 5: Enhanced Connections

Support inclusive neighborhoods for the elderly and persons with disabilities, through multi-modal transportation that enhances connections between affordable and accessible housing, places of employment, other neighborhoods, and services.

Goal 6: Compatible Design and Functional

Ensure that development and redevelopment is visually compatible with the overall character of the City as well as cohesive and functional.

Goal 7: Affordable Housing

Ensure that all persons who live and work in Fredericksburg have the opportunity to rent or purchase safe, decent, and accessible housing within their means.

Goal 8: Variety of Housing

Provide a variety of housing opportunities throughout the City that respect the character of the community.

Goal 9: Homeownership

Encourage homeownership opportunities.

Goal 10: Housing Stock

Maintain and protect the City's housing stock, to ensure an adequate supply of housing.

Policies for Residential Neighborhoods

1. Respect the integrity and the character of the City's neighborhoods.
2. Control and manage on-street parking, as needed, in residential neighborhoods near the University of Mary Washington, and monitor for effectiveness.
3. Implement traffic calming measures, as needed, to preclude traffic from using residential areas as short-cuts.
4. Protect and re-establish the tree cover in residential neighborhoods.
5. Establish and maintain connections between neighborhoods and the overall community, through multiple modes of transportation.
6. Allow for greater housing density when creating or redeveloping mixed-use neighborhoods.
7. Incorporate the concept of complete streets (travelways for automobiles, pedestrians, and cyclists, with attractive tree cover) in new residential neighborhoods.
8. Continue to work with the University of Mary Washington to minimize adverse impacts to surrounding residential areas.
9. Increase homeownership opportunities while also ensuring the City achieves an appropriate mix of housing choices (single-family homes, townhouses, loft apartments, accessory apartments, etc.).
10. Maintain the supply of affordable housing through rehabilitation of existing owner-occupied housing and improve the physical quality of housing and neighborhoods through appropriate community development programs.
11. Ensure residential rental properties are properly maintained in a condition that is safe and sanitary.
12. Eliminate vacant housing blight through an aggressive property maintenance programs.
13. Provide options for citizens to age in place, through senior housing programs that help adapt houses to developing needs.
14. Ensure that persons with disabilities are able to find housing that is accessible and that they can access housing support, if needed.
15. Do not allow gated communities within the City limits.

16. Encourage infill development that is compatible with established neighborhoods, in terms of scale, massing, and height.

Initiatives for Residential Neighborhoods

These initiatives outline key steps for implementing the City's long-term goals for its residential neighborhoods.

1. Continue to monitor infill regulations to ensure that additions and new construction do not adversely impact the character of existing neighborhoods.
2. Monitor neighborhood parking needs and develop appropriate on-street restrictions, as needed. Monitor existing restricted areas to ensure effectiveness.
3. Ensure neighborhood infrastructure needs continue to be met through the Capital Improvement Program.
4. Install traffic calming features in selected neighborhoods to maintain traffic flow while enhancing pedestrian safety.
5. Re-open and re-establish existing alleyways in residential neighborhoods and encourage their use.
6. Continue to implement the City's Consolidated Plan for Community Development Programs.
7. Reestablish the rental property maintenance program to monitor conditions in City neighborhoods and to address problems that create unsafe and unsanitary conditions for renters as well as result in neighborhood degradation.
8. Encourage the University of Mary Washington to continue to develop student housing, to meet the needs of enrolled students and to relieve the burden placed on neighborhoods surrounding the University.
9. Encourage initiatives to develop housing opportunities for senior citizens and persons with disabilities.
10. Develop a conditional zoning policy to ensure that residential development pays its fair share for roads, education, and other public costs.

Chapter 8:

Historic Preservation in Fredericksburg

Background

Downtown Fredericksburg is the community's government center, its central business district, a residential neighborhood, a center for local arts, and a venue for entertainment. Downtown is also the focus of the City's history, which presents opportunities for visitation and tourism. The proximity of the Rappahannock River also reflects the relationship between the built environment and a natural resource that once powered local industries and remains a source of drinking water.

Fredericksburg is characterized by a rich concentration of historic buildings, dating from 1737 to the modern day. The Virginia Assembly established the town in 1728 and its historic downtown represents nearly three centuries of human occupation. The City established its Historic District and adopted its first historic preservation ordinance in 1968. An appointed Architectural Review Board administers the necessary review process within that Historic District, to manage the changes inherent to an active and growing community.

There are also a great many resources outside of the downtown Historic District. Within the City limits, there are a variety of historic mansions, riverfront industrial buildings and sites, and battlefield terrain. Outside the City limits, on City-owned land, are aboriginal sites, more mill sites, Civil War trenches, canals, and evidence of dams.

Fredericksburg's Historic Character

Historic Development

The first successful English settlement in the New World occurred at Jamestown, in 1607. The next year, Captain John Smith explored the Chesapeake Bay and worked his vessel up to the falls of the Rappahannock River. This farthest reach of navigable river, where Fredericksburg would one day be built, was as far west as Smith would penetrate. Europeans would not return until conflicts with Native Americans in the Tidewater region had forcefully cleared the way.

When the Virginia Colony finally began to grow beyond the Tidewater, it established trade centers at the falls of major waterways. Fall line settlements included Petersburg on the Appomattox River, Richmond on the James River, and Fredericksburg on the Rappahannock.

River-powered mills initially served agricultural needs, but soon drove manufacturing enterprises.

Following independence from Britain, the Virginia Piedmont's agricultural base grew and the discovery of gold drew the attention of miners. During the first half of the nineteenth century, various interests attempted to construct canals, turnpikes, and railroads as critical transportation links to the west, but state support proved inadequate and most of these improvements remained marginal efforts.

The region became a battleground during the Civil War. Railroads constructed just a few years earlier, on a north/south axis, effectively linked the two warring capitols of Washington D.C. and Richmond. The iron rails provided the means to field and sustain enormous armies and Union and Confederate forces subsequently fought at Fredericksburg (1862), Chancellorsville (1863), and the Wilderness and Spotsylvania Court House (1864).

Recovery from the Civil War took decades. Gold mining in Virginia had always been very labor intensive and mining companies had moved on to better strikes in the West. Tobacco farming continued to give way to wheat and produce and a growing seafood industry survived, but it was the flow of the Rappahannock River that revived milling and manufacturing operations. Still, the pace of recovery proved exceedingly slow.

The river-oriented industrial pattern began to change in the early twentieth century. Improved roadways to accommodate motorcars and trucks eventually removed an almost exclusive reliance on railways and river shipping. Electrical power, even when water-generated, reduced the need to locate actual industries along waterways, where they were constantly prone to flood damage. As north-south highways established links to other economic regions, only Richmond retained its east-west orientation between Virginia's interior reaches and its primary seaport in the Norfolk area.

Changing political conditions also resulted in a permanent military presence in the region. The Marine Corps established a base at Quantico during World War I. The Army set up Camp A.P. Hill during World War II. The U.S. Navy developed an overwhelming presence in Norfolk. The Cold War dramatically changed the region's economy and demographics as defense-related businesses and the Northern Virginia suburbs steadily extended south.

Historic Character

The significance and value of historic buildings and sites is found in people's response to them. History is not contained in just places, in and of themselves, but rather in their power to evoke reactions such as an appreciation of traditional craftsmanship, a delight in architectural

innovation, or an interest in historic persons and events. Yet what a community finds important is always changing.

Fredericksburg is clearly a place that has developed over time and it is the continuity of its history that defines the community. There are buildings that date to the mid-eighteenth century adjacent to structures constructed in the twenty first century. The historic integrity of these various resources is important, but what the historic setting exhibits more than anything else is the continuity of change. Preservation of historic resources within the context of an active, living community is what makes Fredericksburg attractive, both as a place to live as well as to do business.

The physical environment also defines the Historic District's character. The topography, for instance, is terraced. There are low sections along the Rappahannock River where flooding has had a decided impact. Surviving buildings are usually quite small. The one exception is Shiloh Baptist Church (Old Site). Originally the Fredericksburg Baptist Church, the white congregation transferred its sanctuary to the African-American congregation, when they built a new church on Princess Anne Street, which does not flood. At present, the east side of Sophia Street (adjacent to the river) is primarily open, while the west side of the street is being developed as the urban edge.

The next street over, slightly higher in elevation, is Caroline Street, a place of businesses and residences. This corridor is defined by upscale homes at its eastern and western ends, where the terrain is slightly higher in elevation than the commercial center. Buildings in the central business district are primarily brick, with visible roof planes. As most urban centers developed, visible roofs typically gave way to additional stories capped by a prominent cornice. Conditions in Fredericksburg, however, did not result in densities that caused its visible roof planes to disappear. While there are many new buildings with strong cornice features, many structures retain the same form that they had at the time of the Civil War.

The next parallel road is Princess Anne Street, at a higher elevation than Caroline Street. Safe from river flooding, Princess Anne Street became the City's religious/government/finance corridor. The prominent churches that define the City's skyline are found there, as are the courts, city hall, and public safety buildings. The City's oldest banks are also on Princess Anne Street. Significant public buildings, such as the post office and a new court house, continue to be built there.

Behind the religious/government/financial center are residential areas, but also the commercial corridor of William Street. The neighborhoods are characterized by single family homes. There is great variety in the many houses, but a rough consistency in scale and massing. There are

also pockets of very modest places, a reminder of the proximity of domestic help at one time for more affluent families. The William Street corridor is very similar to Caroline Street – many visible roof planes on buildings constructed prior to the Civil War interspersed with newer development.

Legal Basis of Preservation

Federal, State, and Local Rules

The private sector initiated historic preservation in the United States in 1853, when an association of women, horrified at the neglect and deterioration of Mount Vernon, assumed responsibility to preserve it. This concept of preservation arrived in Fredericksburg in 1922, when an association formed to acquire and protect Kenmore. Other groups incorporated to protect places such as Stratford Hall (birthplace of Robert E. Lee) and Ferry Farm (boyhood home of George Washington). The U.S. government began to involve itself in preservation during the Civil War, when it assumed custody of Robert E. Lee's house and lands in Arlington. The War Department also acquired and protected Civil War battlefields, to train officers.

The authority for federal involvement in historic preservation is found in Article 1, Section 8 of the U.S. Constitution. Under this provision, Congress is authorized to legislate for the general welfare, which has come to include historic preservation. A host of related federal regulations have followed, but it is the 1966 National Historic Preservation Act that makes historic preservation an integral part of federal undertakings. Local preservation, however, is not dictated by federal rules.

Amendments 9 and 10 of the U.S. Constitution leave the regulation of land use up to the states. In this context, the states retain the police power for such things as zoning, building codes, and historic preservation. In Virginia, the state enabling legislation is quite brief, but clearly provides for establishment of a historic district, a review process, and an avenue for appeals. In describing the review process, the State Code specifies – in very broad terms – that local review is to ensure that development will be “architecturally compatible” with the historic district's historic landmarks, buildings, and structures. In the context of the state's authority, the local review is a quasi-judicial process and the local ARB must evaluate applications against a locally adopted ordinance rather than any state or federal statutes.

One of the most significant aspects of historic preservation at the local level is that it affects the feasibility of using property. State and federal tax credits are voluntary. An owner who seeks to use them agrees to a specific review and compliance process in return for a monetary benefit. At the local level, the economic market is the most powerful influence on the ability to preserve anything and local regulation is subject to procedural, substantive, and political limits.

Local preservation review, for instance, does not become applicable until a permit of some kind is needed. In fact, it is still undertaken in the manner initiated in 1931, when Charleston, South Carolina established the nation's first historic district ordinance. In effect, the jurisdiction exercises its police power to require a special type of permit (a Certificate of Appropriateness) for defined work (exterior alterations visible from a public right of way) in a designated area (the historic district).

Some confusion arises when a local preservation ordinance is administered using established federal guidelines. The Secretary of the Interior's Standards for the Treatment of Historic Properties state that they are "neither technical nor prescriptive," but rather a means to promote "responsible preservation practices...." There are also four options in the federal guidelines, as follows:

- **Preservation:** Preservation actively maintains the integrity of a resource, including stabilization and ongoing maintenance, with a premium placed on retention of as much historic fabric as possible.
- **Restoration:** Restoration of a property entails returning a resource to the appearance it had in an earlier period. Restoration includes the removal of materials from other periods, regardless of significance. The extent of restoration is usually a matter of contentious discussion.
- **Reconstruction:** Reconstructing something of significance is the act of reestablishing a resource that no longer exists. The accuracy of a reconstruction depends on available documentation and the restorer's ability to remain true to the resource and its initial period of construction.
- **Rehabilitation:** Rehabilitating a building returns it to a contemporary use, while protecting its significant features.

Rehabilitation is the activity most often undertaken within a local historic district. Unlike the other three treatment options, rehabilitation does not freeze time. It does not create a time capsule. It does not celebrate nostalgia. Instead, it deliberately allows change within clear parameters, so buildings can be adapted and used. A property owner may certainly choose to engage in restoration or reconstruction, but the Secretary's Standards for Rehabilitation do not require it. Standards for rehabilitation are deliberately the most flexible.

Managing Change

A local ARB functions in a world of property owner expectations for the economic use of property. The City has recognized that the historic parts of the City remain viable because they have and will continue to grow. The ARB's challenge is to ensure that new development takes place without compromising the City's historic character, recognizing that new buildings will eventually become historic in their own right. Old buildings also need to be adapted to

contemporary uses or they end up abandoned as economically unfeasible. Revitalization entails new construction where there are gaps in the streetscape. Historic districts also cannot maintain every building that is old. A thriving community needs to grow and some buildings are not sufficiently important or may not have been built very well in the first place to ensure their survival. Historic preservation stagnates when it seeks to encapsulate an image rather than recognize the dynamic of human activity.

It is exceptionally important to preserve the historic integrity of Fredericksburg's built environment, which includes buildings, streetscapes, neighborhoods, and the urban form as a whole. A solid respect for the community's historic presence must be a part of the review process that is part of determining the City's future.

Preservation Activities – Government

As allowed by State enabling legislation, a board of seven citizens, appointed by the City Council, regulates certain aspects of construction undertaken by private property owners within the established historic district. In addition, the City has developed incentives and other supports for preservation as well as engaged in identifying historic resources throughout the City. These activities are described more fully below.

Historic District Zoning Overlay

The historic core of downtown Fredericksburg and an early industrial area have been placed under a zoning overlay that gives the local government review authority for any proposed construction as well as for exterior alterations, signs, and fences. The City adopted its first Historic District Ordinance in 1968. Administration was by an appointed body called the Board of Historic Buildings. Due to political concerns, though, the buildings under the administration of the City's oversight were those constructed in 1870 or earlier. New construction thus came under the purview of the Planning Commission. This expedient, but odd system prevailed for twenty years, until an ordinance revision in 1988 brought all properties within the Historic District under the purview of what had come to be called the Architectural Review Board.

While the City's local historic district was being set up and the associated regulatory process established, a historic register nomination was completed and submitted to the Virginia Historic Landmarks Commission. In 1971, the State commission voted to place Fredericksburg's Historic District on the Virginia Landmarks Register and subsequently forwarded the nomination package to the National Trust for Historic Preservation. The Keeper of the National Register subsequently listed Fredericksburg's Historic District on the National Register of Historic Places.

It should be noted that listing on the two registers provides recognition rather than protection. The regulatory protection of the hundreds of properties within the Historic District only comes through the local zoning ordinance.

Public Outreach

To better support the considerable efforts of private property owners, the City developed a Historic District Handbook. First published in 1998, with a second printing in 2003, this publication has become extremely popular with local residents as well as investors. It contains an overview of the City's history, an explanation of how a historic zoning overlay functions, clear guidance for preservation of existing buildings, criteria for new construction within the Historic District, and appendices on architectural terms, architectural styles, and more. In addition to this major work, a brochure provides a ready reference on Historic District procedures as well as identification of city offices where help is to be found.

Battlefields

Fredericksburg is intimately associated with the Civil War and has developed a close working relationship with the staff at the Fredericksburg and Spotsylvania National Military Park. The City and the Park have readily accommodated one another, when feasible. As an example, the City relinquished its right of access to a portion of Sunken Road, so the National Park could restore that scene to its 1862/63 appearance, as much as possible. The City has a downtown Civil War walking tour that links the urban battlefield within the Fredericksburg Historic District with the National Park's visitor center at Sunken Road. The Park has allowed the City to construct a portion of a bicycle-foot trail on Federal lands, recognizing that the new trail will open up opportunities for interpretation in a previously obscure part of the battlefield.

The City partnered with the Central Virginia Battlefields Trust and the Virginia Department of Conservation and Recreation to acquire battlefield land along Smith Run, near Cowan Boulevard. An 11 acre parcel has since been transferred to the City's custody. When a north-south road is built between Route 3 and Cowan Boulevard, this property will be accessible to vehicles and will be improved as a City park. A battlefield trail has already been established along Smith Run, through wooded land under easement. Near Hugh Mercer School, the City preserved another five acres of battlefield land as mitigation for construction of a regional stormwater pond. Other preserved sites in City ownership include Confederate earthworks and a large winter encampment.

It should be noted that the City's battlefield preservation efforts relate to the fighting that occurred in Fredericksburg in May 1863, during the Chancellorsville campaign. Considerable action also occurred on land that is part of the Fredericksburg and Spotsylvania National

Military Park, but the Park's interpretation of that terrain is of the December 1862 battle, which may be a holdover from the 1920s, when the War Department interpreted the December battlefield only. During the Mission 66 period of updating the National Parks nationwide, the local Park installed a wayside panel related to the second Fredericksburg battle on Lee's Hill and there are other markers in the National Cemetery, but the Park staff has made clear that they focus primarily on the December battle to avoid confusing visitors. The City certainly recognizes the validity of the Park's position, but also acknowledges that significant portions of the City are a battleground from May 1863 and will take the lead to interpret that action in areas within its purview, such as along its recreational trails.

Battlefield Lines of Sight

Fredericksburg has a distinctive skyline, established by a period of ambitious construction during the 1840s and 50s and extensively photographed and sketched during the Civil War. The iconic vista includes the steeples of St. George's Church (1849) and Fredericksburg Baptist Church (1855) as well as the cupola of the Court House (1852). The strong visual images that came out of the Civil War established this skyline as a character defining feature and there are three historic overlooks within the Fredericksburg and Spotsylvania National Military Park that feature it – Chatham, Willis Hill, and Lee's Hill.

When reviewing development/redevelopment within these battlefield vistas, the City seeks to determine if any features will extend above the horizon within the historic viewshed. A new building that would remain below visible tree lines and buildings would not be considered intrusive, but a new building that would break the horizon would need to be addressed to ensure it would not visually compromise an identified historic view. The National Park Service has the challenge of establishing vistas that give a feel of the 1860s landscape, which is the Park's period of significance. Fredericksburg's period of significance, however, did not end with the Civil War and ongoing construction is part of the City's history. As a consequence, the policy to evaluate lines-of-sight does not seek to avoid anything new being visible. Essentially everything is visible. Instead, the policy is to avoid impacts to the City's skyline. The defined battlefield lines of sight are shown on Map 8-1.

Historic Sites on the City's Watershed Property

Fredericksburg owns nearly 4,800 acres of riparian property within five upriver jurisdictions (Spotsylvania, Stafford, Culpeper, Orange, and Fauquier Counties). Approximately 4,200 acres have been placed in a conservation easement and many historic sites on this acreage have been identified. There are still remnants of Native American settlements there, as well as sturdy canal locks, military entrenchments, gold mines, foundations of industrial mills, road traces, and more. The City presented this great mix of historic sites in a publication called *Historic*

Resources Along the Rappahannock and Rapidan Rivers. This document has already been printed three times, initially in 1997 and the last time in 2002.

Most of this upriver acreage is relatively inaccessible by land, but canoeing and other river activities are feasible through various boat ramps. The City permits low-intensity recreation, but does not allow the integrity of the natural and historic resources to be compromised. Some areas could be integrated into a tourism program where canoes or other craft are the vehicle of access. In addition, some sites have the potential to yield significant information, through archaeological investigation.

Historic Buildings Inventory

The City has partnered with the Virginia Department of Historic Resources to survey all buildings within the Fredericksburg Historic District as well as buildings within a potential expansion area for the District. This process began in 2006 and progressed, in three phases, through 2010. The total number of buildings surveyed was 1,497 and this data is being used to update the Historic District listing on the National Register of Historic Places. The initial nomination for this District was 1971, which means that only properties that were built in 1921 or earlier are eligible for state and federal preservation tax credits. Updating the Federal listing in 2014 expanded the eligibility for state and federal tax credits to buildings constructed in 1964 or earlier. The local preservation zoning overlay is separate from this Federal designation.

The City Council has also directed staff to nominate the Historic District expansion area to the State and National Registers, but not place those areas within the local zoning overlay. This step will allow property owners to benefit from historic preservation tax credits, if they desire, but will not bring them under the purview of the local Architectural Review Board. Placing properties within the Historic District overlay is typically initiated by the affected neighborhoods. The Historic District and the expansion area are shown on Map 8-2.

Certified Local Government Program

The Certified Local Government program was meant to include local governments within the larger federal and state preservation process, but has never been adequately funded to achieve that end. Still, CLG status indicates that a jurisdiction has a preservation program that meets established professional standards. Fredericksburg meets all applicable criteria and has been designated a CLG since 2004.

Map 8-2. Battlefield Lines of Sight.

Map 8-2. Fredericksburg's Historic District and District Expansion Area.

New Construction in a Historic Context

In 1995, the ARB reviewed plans for a new building and realized it did not have sufficient experience to appropriately review new construction. It followed up with an aggressive training program and procedural discussions, so it could provide the level of expertise required to effectively serve the City as the central business district grew. The Historic District Handbook had anticipated this need and provided an evaluation checklist for new construction. The ARB uses this framework to articulate a consistent process, which has helped it to properly review such large new projects as a municipal parking garage, a new hotel, and other significant developments. The City recognizes that new construction provides needed investment as well as increases property values, which will encourage more investment in preservation. Further, increased densities will support additional desired services. It is important, however, not to use inappropriately sized buildings as benchmarks for new development. Downtown Fredericksburg's terraced terrain readily absorbs large buildings, but each proposal needs to be evaluated on its own merits.

Neighborhoods

Since most historic properties in Fredericksburg are privately owned, the City has provided several programs to help with their maintenance. The Commissioner of Revenue, for instance, has a property tax abatement program that phases in the increased property taxes that result when a property is improved. This incentive has been very attractive to investors and home owners. The City also has a Property Maintenance Code Official to ensure properties are not allowed to deteriorate from neglect. A related Rental Property Maintenance Program had been very successful in helping to ensure properties were maintained. For citizens who do not have the means to repair older homes, the City has developed housing rehabilitation and emergency repair programs, using federal funds (Community Development Block Grant) to ensure those houses remain safe and sanitary.

Incentives

The City provides a range of programs that help to provide the resources that are important to historic preservation. The Commissioner of the Revenue, for instance, provides a tax abatement program that allows the increased property taxes of an improved property to be phased in over a period of years. The City Planning Department administers housing rehabilitation programs that help low income homeowners to effect needed repairs and keep Fredericksburg's more modest buildings intact. The City has also routinely engaged in archaeological investigations during construction of public buildings.

City Stewardship of Historic Resources

The City owns an impressive collection of buildings that remain in active use. These properties are maintained according to preservation standards, while providing for continued public use. In the downtown area, the City maintains City Hall, the Renwick Court House, the City Visitor Center, and the Old Stone Warehouse. In other parts of the City, designated departments maintain a stone lodge, selected cemeteries, and the Rappahannock Canal. The City also protects archaeological sites within municipal parks.

Preservation Activities – Private

Washington Heritage Museums

In 1890, the Association for the Preservation of Virginia Antiquities (APVA) acquired the Mary Washington House and preserved it as a visitor attraction. The local Mary Washington Branch of the APVA assumed responsibility for the management and care of that house and also took on three other buildings that the APVA acquired over the years. These additional properties include the Rising Sun Tavern, the Hugh Mercer Apothecary Shop, and St. James House. The Mary Washington Branch recently established a new organization, called Washington Heritage Museums, to take local ownership of these houses. The goal is to enhance oversight and management and to develop dynamic educational opportunities. In 2013, Preservation Virginia (formerly the APVA) transferred ownership of these four eighteenth century properties to the local Washington Heritage Museums, which oversees them with great care.

Historic Fredericksburg Foundation

This local preservation group organized itself in 1955 and assumed the mission to preserve, protect, and revitalize the distinctive historic environment of the Fredericksburg area. Its headquarters is in the carefully restored Lewis Store, a 1749 commercial building constructed by George Washington's brother-in-law and apparently the oldest extant retail building in America. This group accomplishes its mission through education, advocacy, and financial support.

Fredericksburg Area Museum and Cultural Center

In 1985, the Commonwealth of Virginia chartered the Fredericksburg Area Museum and Cultural Center, which had established itself in the historic town hall (built in 1824). This government building had recently been vacated when City offices were transferred to a newly renovated post office, two blocks away. The Museum's mission is to collect, interpret, and present the history and culture of the Fredericksburg area. In addition to renovating the old town hall, the FAMCC has seen to the rehabilitation of the historic Market Square for public

use, and has acquired a former bank building at the corner of William and Princess Anne Streets, for its expanding programs and displays.

The George Washington Foundation

The APVA was not the only local organization to acquire and protect local properties related to George Washington and his family. In 1922, a private group purchased Kenmore, which was the former residence of Washington's sister Betty and her husband Fielding Lewis. The Kenmore Association carefully restored this prominent brick dwelling and opened it to visitation. In 1996, this association aided in the acquisition and protection of Washington's boyhood home, called Ferry Farm. The organization also changed its name to George Washington's Fredericksburg Foundation, under which it acquired Augustine Washington's ironworks site, called Accokeek Furnace, in Stafford County. The foundation changed its name again in 2008, when it became The George Washington Foundation.

Central Virginia Battlefields Trust

Founded in 1996, this non-profit organization acquires battlefield land in fee simple and holds it in trust until it can be transferred to a government agency, such as the National Park Service, that will open it to the public. This group has helped to acquire over 1,000 acres of land, 40 acres of which are within the Fredericksburg city limits. The newly protected acreage within the City has been either transferred to the National Park or to the City government. The City-owned parcel consists of 11 acres adjacent to Cowan Boulevard that will be made into a park once access is provided from an extension of Gateway Boulevard. In addition, this group purchased the ante-bellum Howison House (Braehead) and resold it to a private owner, after placing preservation easements, held by the Virginia Department of Historic Resources, on the house and its surrounding 18 acres.

Central Rappahannock Heritage Center

Founded in 1997, this local non-profit organization provides a repository for historically valuable documents related to the central Rappahannock region. Their first-rate archival facility is in the Maury Center, which is open to the public and has been visited by researchers from all over the nation.

Tourism

The City's wealth of historic resources has drawn visitors from all over the world. The City's visitor center provides a great variety of visitor information and specialized services. A growing

network of bicycle/foot trails is also providing an opportunity for additional interpretation of sites not otherwise accessible, for visitors and residents.

The Fredericksburg and Spotsylvania National Military Park currently has two visitor centers, on the Fredericksburg battlefield and at Chancellorsville. Long term planning has envisioned additional visitor centers at the Wilderness and Spotsylvania Court House. All of these existing or proposed visitor centers, however, are far removed from the main transportation corridor of Interstate-95. Some of the local non-profit organizations have discussed the potential for an overall visitor center to be established nearer this transportation artery, potentially in Celebrate Virginia. This facility would not need to be a federal facility, but could be a partnership effort, as has occurred at the Gettysburg National Military Park, between the federal government and a local battlefield foundation.

Preservation Planning

In 2010, a citizens group identified a series of steps that could become a comprehensive historic preservation program in Fredericksburg. Their many recommendations for City action fell under three broad goals, as follows:

- Coordinate with the National Park Service
- Address Internal Procedures
- Develop an Archaeological Plan

Coordination with the National Park Service

Coordination between the City and the National Park Service is effective and mutually beneficial. This strong liaison has helped with the City's trails development as well as with planning improvements to Lafayette Boulevard, near Lee Drive. In turn, the National Park has been able to restore the look of the historic Sunken Road and extend its holdings to Willis Street. The City's support of the National Park's mission is also ongoing.

Internal Procedures

Similarly, coordination of public sector responsibilities has been productive and brought several departments together to better manage development and redevelopment in the Historic District. As an example, the Planning Department has developed a close liaison with the Building Department, to better administer the historic district review process and to provide a stronger enforcement of historic district provisions. After years of coordination, the City combined the two departments into one. The City also provides a technical review committee

for comprehensive review of proposed development and an interdepartmental team to engage in coordinated enforcement of various codes.

An Archaeology Program

Fredericksburg's archaeological resources are an integral part of the City's history. Artifacts include such things as human remains, tools, bottles, dishes, nails, and more. The areas where such objects are found are also archaeological resources and include graves, wells, privies, trash pits, ice houses, basements, and foundations. Archaeological sites, when properly excavated, can provide information that contributes to the general history of the community and the particular histories of its inhabitants.

Since 1992, the City has funded archaeological digs during the course of large public projects. Extensive investigations were part of the construction related to the Virginia Railway Express parking areas, the municipal parking deck project, the downtown Marriott, and the new court house. The associated reports are on file with the City. Private developers also routinely engage in archaeology as part of their construction permitting process if Federal permits are required. The investigation and data recovery reports from these private efforts are filed with the Virginia Department of Historic Resources.

A certain level of archaeology is already being undertaken and there have also been related educational components. Several display cases in the Marriott lobby have provided a venue to tell the story of that site as revealed by the archaeological record. The Fredericksburg Area Museum has developed displays of artifacts recovered from private development sites. The new court house will also have display cases displaying and interpreting artifacts from that site.

The discussion about developing a City archaeology program has focused on bringing these various efforts together. Developers who send their archaeological results to the state agency have expressed a willingness to also provide the City with copies. The City would use this data, with its own material, for continued research and development of information that would be of interest to both visitors and residents. The City also has custody of a growing collection of artifacts and a large permanent location will be needed. Finally, a City archaeology program could potentially include a regulatory component that formalizes when an archaeological investigation will be required as part of the land disturbance/development process.

As a consequence of the various experiences with archaeology in the community, the archaeology planning group has suggested that a solid plan be agreed upon before developing an archaeological ordinance. This plan would identify areas of the City where the ordinance would be applicable, as required by the State Code, and work out a process to protect them

and recover information if they must be compromised. The Fredericksburg Area Museum, or some other educational entity, is also an absolutely critical component because an archaeological program without an educational aspect would have no discernible purpose.

Historic Preservation Goals

Goal 1: City Character

Protect and enhance the character of Fredericksburg's historic area and city center, as a means to preserve the community's sense of place, to promote economic strength, and to ensure the City's continued appeal to residents, businesses, and visitors.

Goal 2: Riverfront

Connect downtown Fredericksburg to the Rappahannock River, capitalizing on establishing a Riverfront park as a community focal point that can also become an economic resource.

Goal 3: Redevelopment

Promote redevelopment of downtown properties in a manner that reflects the character of the City as a vibrant and growing community, rather than as a static resource.

Goal 4: Heritage Resources

Continue to recognize, protect, and interpret significant architectural, historical, and archaeological resources that constitute the community's heritage.

Historic Preservation Policies

Fredericksburg has adopted its preservation policies to enhance a dynamic and growing downtown community.

1. Maintain a comprehensive historic preservation program that helps to keep the community's historic buildings intact and in use.
2. Continue to improve entryway corridors into the Historic District.
3. Continue to set a high standard for sensitive stewardship of City-owned properties.
4. When considering the adaptive reuse of any public building, ensure that the structure's historic integrity will be preserved.

Historic Preservation Initiatives

These initiatives outline key steps in implementing the City's long term goals for historic preservation and an active downtown community:

1. Expand the National Register Historic District (which will not expand the Historic District zoning overlay) so affected property owners can seek state historic preservation tax credits.
2. Ensure that the City's zoning ordinance encourages reuse of historic buildings through varied uses, flexibility in applying zoning requirements, and attention to development patterns that preserve the City's character.
3. Maintain local incentives, such as property tax abatement, to encourage investment in the City's historic buildings.
4. Protect buildings from neglect and disrepair, by maintaining a strong property maintenance program.
5. Continue to develop tourism programs that provide compelling educational experiences.
6. Coordinate internal government procedures to enhance the effectiveness of the City's historic preservation program.
7. Continue to work and coordinate with the National Park Service, to protect the integrity of the National Military Park as well as to address infrastructure issues and traffic patterns.
8. Respect battlefield lines-of-sight when evaluating development/redevelopment in areas of the City visible from Lee's Hill, Willis Hill, and Chatham.
9. Continue to explore the feasibility of a program that will identify and protect Fredericksburg's archaeological resources.
10. Promote the City's history to support heritage tourism and the sensitive stewardship of the community's historic resources.
11. Work with local groups to preserve and interpret the City's tangible and intangible history.

Chapter 9:

Institutional Partnerships

Background

The municipal government has a great influence on life in Fredericksburg, but so do several other public and private institutions. The City does not have the means or the authority to meet the needs of everyone or everything within the jurisdiction and so works with other institutions, as appropriate. These other institutions have their own responsibilities and authority, but also share a commitment to the community in which they live and work. Useful partnerships have been forged to share information and coordinate various efforts.

University of Mary Washington is the largest employer in Fredericksburg and thus has a tremendous economic impact on the City. The student population, which exceeds 5,000 enrolled students, also have an impact. The City meets with University officials on a regular basis to review and discuss areas of mutual interest and concern.

Mary Washington Hospital is the second largest employer in Fredericksburg and the associated Medix Health Services has an enormous presence in the entire region. The City has consistently worked with and supported the hospital as it has expanded.

National Park Service administers the Fredericksburg and Spotsylvania National Military Park, which is comprised of more than 7,000 acres of preserved ground in the City and four counties. The Battlefield Park is a nationally significant resource that was established in 1927, under the control of the War Department. The National Park Service assumed responsibility in 1933. The City works with the Park staff on a regular basis, not only to ensure that ongoing development does not compromise the Park's integrity, but to integrate recreational facilities, as feasible and appropriate to the battlefield visitor experience.

Upriver Watershed Property Easement Holders include the Virginia Outdoors Foundation, the Nature Conservancy, and the Virginia Board of Game and Inland Fisheries. The Department of Game and Inland Fisheries owns and maintains the boat landing at the City Dock. City staff routinely works with these organizations to ensure the easement properties are not compromised by encroachments or other intrusions. This liaison includes scheduled inspections of the easement properties, to monitor conditions, as well as evaluation of

recreational impacts related to special events. In addition, the various easement holders assisted in developing watershed property management policies.

George Washington Regional Commission coordinates planning within the City and the Counties of Caroline, King George, Spotsylvania and Stafford to ensure a competitive regional economy, to reduce redundancies in government, and improve implementation of regional projects. There are 21 planning districts in Virginia and this area is designated as Planning District 16. The Planning District Commission also staffs the Fredericksburg Area Metropolitan Planning Organization (FAMPO), which engages in regional transportation planning.

Goals for Institutional Partnerships

Goal 1: Information Exchange

Exchange information, coordinate services, and arrange for joint use of facilities between the City and its institutional partners.

Goal 2: Regional Planning

Work collaboratively and coordinate efforts with neighboring jurisdictions.

Policies for Institutional Partnerships

1. Continue to meet on a regular basis with the University of Mary Washington and Mary Washington Hospital, to share information, support each other's initiatives, and to coordinate efforts.
2. Ensure that neighborhoods near the University are not adversely impacted by growing enrollment.
3. Continue to work with neighboring jurisdictions on regional planning and transportation, through the George Washington Regional Commission and the Fredericksburg Area Metropolitan Planning Organization.

Initiatives for Institutional Partnerships

1. Continue to participate in regularly scheduled Town/Gown meetings.
2. Continue to work with the City's riparian easement holders to protect the upriver watershed properties.
3. Continue a close liaison between the Planning Department and the National Park Service.
4. Continue to participate in all aspects of regional planning.

Chapter 10:

A Sustainable Community

Then I say the earth belongs to each generation during its course, fully and in its own right, [but] no generation can contract debts greater than can be paid during the course of its own existence.

Thomas Jefferson

Background

The concept of sustainable development is that local (and global) needs of the present should be met without destroying or degrading the natural environment that will be needed by successive generations for their own needs. In other words, humans need to live within the carrying capacity of their environment. These concepts and definitions appear to be somewhat vague, yet the idea of sustainability also suggests that there are quantifiable limits.

The view toward a sustainable future has emerged amid increasing concerns that we, as a culture, are using resources faster than they can be replenished. Without attention to the inherent limits of our resources, communities will inevitably fail in the long-term. As a consequence, much has been written about responsible decision-making to minimize negative impacts and to ensure a balance between ecological resilience, economic prosperity, political justice, and cultural vibrancy.

One of the challenges in addressing sustainability in a comprehensive plan is that many of the issues are global in nature – air quality, biodiversity, ozone depletion, climate change, food production, and so on. As a consequence, it is difficult to identify how local planning policies can address these issues. There are important local actions, however, that can be considered, particularly with respect to conserving natural resources.

The City has already embraced many sustainable growth themes without having used that terminology. As an example, the City has formally protected thousands of acres of upriver riparian property and such protection of natural resources is a fundamental principle of sustainability. In addition, the City provides pedestrian facilities and mass transit as alternatives to automobile travel, which is also a basic component of sustainability. The concept of a sustainable community continues to evolve, but this comprehensive plan will identify

sustainable growth policies already in place as well as outline additional policies that contribute to a larger sustainable culture.

Many policy recommendations in previous chapters relate to sustainability, but this chapter addresses sustainability as an overall theme and provides a framework for thinking about the idea further. Integrating sustainable policies into City actions is already an ongoing effort.

Principles of Sustainable Development

Developing goals and objectives for sustainability requires some guiding principles, as follows:

- Sustainability implies responsibility
- The community has a shared future (we will need to depend on each other)
- Economic vitality can thrive in concert with protection of natural resources
- Economic vitality can thrive in concert with historic preservation

Such principles are useful to suggest a way of thinking, but specific indicators are still needed so the community can know whether efforts toward a sustainable future are being met.

Sustainability Benchmarks

A great many efforts are needed to reach a sustainable future. While they are noted here individually, they will necessarily be integrated with one another to be fully effective.

Carrying Capacity

Water resources

Land

Energy

Transportation

Buildings

Economic Growth

Natural resources protection

Human needs/poverty

Waste

Recycling

Local agriculture

Public information/education

Part III:

Land Use

Land Use

Fredericksburg's land use plan translates adopted policies into the community's desired development pattern. It establishes the City's vision and expectations for how land will be used. Every parcel of land within the City carries a land use designation. This Plan defines the full set of land use categories and then maps them.

This Part III outlines the overall land use plan and identifies specific planning areas:

- Chapter 11: Land Use Plan
- Chapter 12: Planning Areas

Chapter 11:

Land Use Map

Background

Fredericksburg's Land Use Plan reflects both existing land use patterns as well as the goals for future land use. It is the foundation for decision making when land is zoned for specific uses.

Historic and Existing Land Use Patterns

Fredericksburg's current land use patterns are a direct result of its changing transportation links. The older parts of the City, including the historic central business district, are oriented to the Rappahannock River and the railway. Later development became concentrated along major roadways. Construction of Interstate-95 linked the City firmly with the Northern Virginia-Washington D.C. area.

The City's annexation pattern illustrates Fredericksburg's response to the changing transportation routes, upon which any community depends. The original 1728 town expanded twice before the Civil War with a clear focus on the Rappahannock River. The post war industries still relied on the river and the railway as connections to the larger economy, but new roads, beginning in the early twentieth century, began to alter the economic focus. U.S Route 1 initially passed through town, but newer highways deliberately bypassed urban areas. This new concept allowed through-traffic to flow better, but also drew commercial activity and housing construction away from the urban core. Annexations in 1951 and again in 1955 were efforts to gain control of intersections where economic development could become part of the City's tax base. The last annexation occurred in 1984, when the City gained approximately 4.4 square miles from Spotsylvania County that included three quadrants of the interchange at I-95 and State Route 3. Map 11-1 shows the City various annexations.

Map 11-1. Fredericksburg's Annexations.

The Land Use Plan

This Comprehensive Plan calls out seven general land use categories, such as residential, commercial, and so on. Within these general categories are 17 land use classifications, such as low-density residential, commercial-downtown, and so on. These categories and classifications are summarized below.

Land Use Categories and Classifications

Residential

Low-Density Residential – Residential development at four units per acre (**Residential, R-4**) is generally a conventional subdivision. Some parts of the City are zoned for two units per acre, but these districts are typically rezoned to a higher density so they can be developed in a manner more appropriate to an urban location. The City encourages innovative layouts and clustering, to retain attractive open space and to protect sensitive lands.

Medium-Density Residential – New development that should be made consistent with existing neighborhood patterns may need to have greater densities than a conventional subdivision. Many infill and transition areas are more suitable to having eight units per acre (**Residential, R-8**), with the flexibility to be able to include a planned mix of single family-detached as well as single family-attached units.

High-Density Residential – Apartment development needs a density of 12 units per acre (**R-12**) or more. Denser residential districts exist in several locations within the City (**Residential, R-16 and R-30**), but no additional land is anticipated to be zoned for development that exceeds 12 units per acre. There is also a residential district for mobile homes (**Residential, R-MH**), but there is only one such district in the City and no new mobile home districts will be allowed.

Planned Development-Residential – By definition, mixed use development consists of activities that can function independently, but which benefit from proximity to one another. The Planned Development-Residential (**P-DR**) district is a flexible land use category that is characterized by a combination of medium or high density residential development with a supporting commercial element. This approach can also be used where compatible design elements are desired, where open space preservation is feasible, and other related concepts are appropriate. Of particular interest is being able to plan the layout and construction so as to protect and incorporate watercourses and associated stream valleys, forest cover, scenic vistas, as well as preservation of historic resources.

Commercial

Commercial-General – The City has two general commercial categories. The Commercial-Shopping Center (**C-SC**) district encourages development of grocery stores, personal service establishments, and similar operations that serve the local community. The Commercial-Highway (**C-H**) district is generally characterized by retail and wholesale activities, services, offices, and restaurants. The City discourages further strip retail development, however, and is considering replacing these two commercial categories with a more suitable planned development-mixed use category.

Commercial-Downtown – Downtown Fredericksburg has historically been a relatively dense urban setting that encouraged a variety of interrelated uses. The current Commercial-Downtown (**C-D**) category promotes continued harmonious development and redevelopment, with an emphasis on maintaining pedestrian circulation, the integrity of the street grid, and continuity with the historic character of the community.

Commercial-Transitional/Office – The areas between residential and commercial districts are transitional spaces. The Commercial-Transitional/Office (**C-T**) category provides for limited retail uses and small scale offices, with appropriate landscaping and screening, to make the transition from residential areas to more intense commercial districts.

Planned Development-Commercial – This category is reserved for large scale development near major transportation routes. Planned Development-Commercial (**PD-C**) encourages a wide range of commercial retail and service uses oriented to serve a regional market. The City also encourages employment centers that combine office and professional business development within a landscaped, high quality setting.

Planned Development-Mixed Use – The Planned Development-Mixed Use (**PD-MU**) category encourages office, retail, and residential uses, designed in a unified and cohesive manner. The intent is to promote development that has a pedestrian-scale, urban forms and amenities, and pedestrian links within the development as well to the larger community. Many areas of the City suitable for redevelopment would benefit from the substantial flexibility from conventional use districts, with their dimensional requirements. As noted above, the City will consider replacing the Commercial-Shopping Center and Commercial-Highway districts with this Planned Development–Mixed Use category that is more suitable to an urban environment.

Industrial

Industrial-Light Intensity – This category is designed to encourage light intensity uses in well-landscaped industrial park settings, with surfaced driveways and walks that are compatible with

all types of adjacent uses. With this light intensity industrial (I-1) category, the City seeks a broad range of clean industries operating under high performance standards.

Industrial-General – The general industrial (I-2) category allows for manufacturing, wholesale and limited ancillary retail uses, warehousing, offices, and distribution facilities. These districts are located where they can be served by adequate transportation access.

Planned Development-Medical Center

Mary Washington Hospital is located within a Planned Development-Medical Center (PD-MC) campus that includes closely related medical offices, diagnostic laboratories, pharmaceutical centers, special patient care units, and associated housing units. The medical campus thus provides a convenient and efficient health care and delivery system for the City and the region.

Institutional

This land use category includes public and semi-public uses such as City-owned facilities, schools, and churches, as well as larger institutions such as the University of Mary Washington.

Parkland

This category includes open space that is used or intended to be as recreational areas. Existing and proposed City parks are included in this category, as are the holdings of the National Park Service.

Preservation

Land expected to remain essentially undeveloped has been designated under this general category, which acknowledges existing constraints and limitations of floodplains and certain Chesapeake Bay resource protection areas. Limited development may occur in certain areas, but with severe restrictions.

Land Use Planning Areas

This Comprehensive Plan designates 11 planning areas, to more effectively evaluate specific conditions and to make clear recommendations for land use within the City of Fredericksburg. In this manner, the general land use principles described in this Plan can be translated into clear policies.

Chapter 12:

Planning Areas

Background

The Land Use Plan incorporates 11 planning areas, to more readily address specific conditions and to make clear recommendations for each area. The planning areas are identified below and shown on Map 12-1.

1. Celebrate Virginia
2. Fall Hill
3. Central Park
4. Hospital/Cowan Boulevard
5. Princess Anne Street/Route 1 (north)
6. Plank Road/Idlewild
7. University/Route 1 (central)
8. Downtown
9. Lafayette Boulevard/Route 1 (south)
10. Braehead/National Park
11. Dixon Street/Mayfield

Each of these areas has a distinct and identifiable character, so their land use objectives vary. As a consequence, specific information is provided for each planning area, starting with a description of existing conditions, a summary of key issues, a summary of environmental and historical considerations, the status of infrastructure, each area's land use potential, and recommendations specific to each planning area.

Map 12-1. Fredericksburg's Land Use Planning Areas.

Land Use Planning Area 1:

Celebrate Virginia

Physical Description

Planning Area 1 is bounded on the west and north by the Rappahannock River. Its east boundary is Interstate-95, from the river to Cowan Boulevard. On the south, the boundary is defined by River Road and portions of Fall Hill Avenue and Cowan Boulevard. This part of the City is characterized by an upland plateau being actively developed and a large natural area along the river, which includes a substantial floodplain. Map 12-2 shows this planning area in more detail.

Goals

This planning area is developing as a tourism campus, which may include substantial sports facilities. A planned interchange on Interstate-95 will allow for greater commercial activity, but the City has protected a significant amount of open space/natural area along the Rappahannock River and these areas are anticipated to be integrated into the visitor experience. The following goals are applicable to this planning area:

- Integrate the eco-tourism component of the Celebrate Virginia tourism campus into the protected natural area, while protecting the integrity of the natural settings as well as its historic features.
- Protect the Rappahannock River and scenic vistas.
- Protect the river floodplain and natural resource protection areas
- Facilitate the continued development of a regional commercial activity center, focusing on improving the City's position as a visitor destination.
- Support development of a multi-use Minor League Baseball stadium and additional ball fields for tournaments and training.

Map 12-2. Planning Area 1

- As part of the regional activity center, develop a surface parking lot adjacent to the new multi-use Minor League Baseball stadium and baseball and softball tournament and training complex.
- Avoid damage to historic sites when locating recreational amenities.
- Develop greenways and nature trails so they do not erode or damage the natural area.
- Develop a new interchange at Interstate-95 to serve the Celebrate Virginia area while also providing regional congestion relief at the Route 3 interchange.
- Enhance this gateway to the City, which is highly visible to travelers in the Interstate-95 corridor. Consider partnering in establishing a regional visitor center.
- Construct Fire Station #3 in Celebrate Virginia.

Existing Land Use

This planning area is predominantly commercial, consisting of the tourism campus known as Celebrate Virginia. This development includes multiple hotels, an exposition and conference center, retail activities, multifamily housing, and various services. A conservation easement is in place covering 129 acres of both private and City-owned land along the river and its floodplain. There is also additional City-owned riparian property outside the easement limits. This natural area is part of the visitor campus and is proposed to include outdoor recreational opportunities as well as historic interpretation areas. The area along River Road includes a townhouse development as well as a very low density residential neighborhood.

Table 12-1. Land Use Summary for Planning Area 1.

Corridor	Development	Type of Use	Size
Fall Hill Avenue	Celebrate Virginia	Commercial	497 acres
Fall Hill Avenue	Noble Cars	Auto sales	8.5 acres
Fall Hill Avenue	Riverside Manor	Residential	188 townhomes
River Road	Unnamed	Residential	4 single family homes
Celebrate Virginia cons. easement	Wooded uplands and historic resources	Protected natural area; eco-tourism	68 acres

Environmental Factors

This planning area is characterized by erodible soils, moderate to steep slopes, highly permeable soils, a large floodplain, a large abandoned quarry, and wetlands. Most of the property drains to the Rappahannock River, but a portion drains to Fall Quarry Run, which flows under Interstate-95 to the east. The entire planning area is within designated Chesapeake Bay resource protection areas.

This planning area includes excellent views of the river the adjacent landscape. The 169 acres of private and City-owned property under easement will screen development within Celebrate Virginia from in-stream activities on the Rappahannock River. The easement is held by the Virginia Outdoors Foundation.

Table 12-2. Preservation Areas in Planning Area 1.

Name	Size	Description
City owned riparian lands	101 acres	Wooded floodplain and uplands, historic sites

Historic Resources

Planning Area 1 includes a large number of Civil War sites as well as remains of a canal along the river. The uplands include a scattering of archaeological sites that have either been left intact in designated protection areas or formally investigated, with reports filed with the Virginia Department of Historic Resources. Of special interest is the site known as Banks Ford, which was decisive terrain during the Civil War. The City owns the land on both sides of this crossing, which includes not only the ford itself, but two nearby pontoon bridge sites, a canal and its locks, wartime roads, and related earthworks. Table 12-2 summarizes these resources.

Table 12-3. Historic Resources in Planning Area 1.

Site Name	Period of Significance	Description	Ownership
Bank's Ford	Civil War (1861-1865)	Three crossing points, roads, earthworks,	City

		canal and locks	
Taylor's Canal	Ante-bellum (1830-1861)	Canal and locks, evidence of a dam	City
Confederate defenses	Civil War (1861-1865)	Extensive earthworks	Private (under easement)
Confederate encampment	Civil War (1861-1865)	Hut holes near Fall Quarry Run	Private (under easement)
Scott's Ferry/Banks Ford	Ante-bellum, Civil War	River crossings	City
Quarry	Unknown, possibly antebellum. Used into 20 th century	Stone quarry	Private
Aboriginal sites	Archaic/Woodland Period	Prehistoric camp sites	Private (under easement)

Land Use Potential

This planning area is being developed as Celebrate Virginia, an extensive tourism campus of 497 acres. A multi-use Minor League Baseball stadium and additional ball fields for tournaments and training is also planned. Subareas outside Celebrate Virginia are shown in Table 12-4.

Table 12-4. Land Use Potential Outside Celebrate Virginia.

Sub Planning Area	Size	Current Zoning	Recommended Land Use
1A	120 acres	R-2 Residential	Mixed use
1B	12 acres	R-2 Residential	Visitor Center/Telecommunications tower site
1C	8 lots that comprise 4.25 acres	1 lot Commercial-Transitional; 7 lots	Planned Development-Commercial

		R-2 Residential	
1D	37 acres	R-1 Residential	Planned Development- Commercial; Business Park
1E	21.5 acres	R-1 Residential	Planned Development- Commercial; Business Park
1F	11 acres	Commercial- Highway	Auto Sales

Sub Planning Area 1A - This 120 acre site is adjacent to the Celebrate Virginia. The terrain is relatively flat, with grade differentials of around 30 feet, until abruptly dropping toward the river. The river bluffs are environmentally stable as well as picturesque. Proposed development is mixed-use, but residential development, with river views, could also be an attractive option.

Sub Planning Area 1B – The Virginia Visitor Center, with access to and from Interstate-95 only, is a 12 acre site controlled by the Commonwealth of Virginia. No land use changes are recommended. The proposed interchange would impact this area, but all preliminary planning for the road project retains the Visitor Center in this general location. This property has also been identified as a potential site for a telecommunications tower.

Sub Planning Area 1C – Eight single-family homes are located at the intersection of Fall Hill Avenue and River Road, but the intensity of the nearby development is isolating this once quiet residential area. The recommended future land use is Planned Development-Commercial, with the anticipation that the eight lots would eventually be consolidated and redeveloped.

Sub Planning Area 1D – This tract is 37 acres in size and has frontage on both Fall Hill Avenue and Cowan Boulevard. The terrain is relatively flat and the proposed land use is Planned Development-Commercial. This parcel fronts on the planned signalized intersection on Fall Hill Avenue.

Sub Planning Area 1E – This 21.5 acre parcel extends from Fall Hill Avenue to Interstate-95, but access is from Fall Hill Avenue only. The terrain is relatively flat and the proposed land use is Planned Development-Commercial. Planned traffic signals on Fall Hill Avenue fall outside this property's frontage so access is limited to right-in, right-out, unless arrangements are made with an adjoining property owner to gain access to a signalized intersection.

Sub Planning Area 1F – This property has access to Fall Hill Avenue and is the expansion area for Noble Cars.

Infrastructure

Substantial improvements are needed to properly serve the commercial development in Celebrate Virginia. There are several projects either underway or contained within the regional long range transportation plan developed by the Fredericksburg Area Metropolitan Planning Organization.

Roads

Fall Hill Avenue – This east-west route will be improved from a two lane road to a four lane-divided roadway, with sidewalk on its south side and a multi-use trail on its north side. This roadway will connect with Spotsylvania County's Bragg Road at its western end, which has already been expanded to a four lane, divided road to State Route 3. The overall project also includes replacement of the existing bridge over Interstate-95 and construction of a new bridge that matches the design of the road. This new bridge will also accommodate the new high occupancy toll lanes on the interstate. This project will begin in 2015.

High Occupancy Vehicle/Toll Lanes on Interstate-95 – The HOV/HOT lanes under construction in Northern Virginia will be extended as far as Exit 126, south of Fredericksburg. This project is funded through the Virginia Department of Transportation and anticipated to be under construction between 2021 and 2025.

Interstate-95 Interchange and Rappahannock Parkway Toll Road – A new interchange is under study to provide access to Celebrate Virginia as well as provide a connector road to State Route 3. This project will provide substantial congestion relief to the Interstate-95/State Route 3 area. Preliminary engineering for these two projects is anticipated to begin in 2016.

Trails

Two trails are proposed to link Celebrate Virginia with the rest of the City. One trail (Embrey Dam/Rappahannock River Trail) will course along the Rappahannock River, passing under the Interstate-95 bridge. At its western end, it will connect with a network of recreational trails in Celebrate Virginia and at Motts Run, in Spotsylvania County. At its eastern end, it will link with the Rappahannock Heritage Trail/CanalTrail, which will provide access to the City's overall trail

network. The second trail is part of the Fall Hill Avenue widening project and will cross over Interstate-95 on a new bridge that will replace the narrow existing bridge.

Traffic Calming

There are no traffic calming features in this planning area and none proposed.

Table 12-5. Transportation Summary for Planning Area 1.

Project	Location	Description
Fall Hill Avenue	Gordon W. Shelton Blvd. to Mary Washington Blvd. (extended)	Improve the existing road to four lanes, divided, with bicycle/pedestrian facilities
Fall Hill Avenue Bridge	Fall Hill Avenue and Interstate-95	Replace bridge in its entirety, as part of Fall Hill Avenue widening project
Interstate-95 Interchange, Preliminary Engineering	U.S. Route 17 (Stafford) and State Route 3	Establish new facility to access Celebrate VA as well as enhance commuting to and from Spotsylvania
Rappahannock Parkway Toll Road, Preliminary Engineering	Interstate-95, at Celebrate VA, to Gordon Road (Spotsylvania)	Establish a limited access toll road
Interstate-95 HOV/HOT Lanes, Design and Construction	Garrisonville Rd. (Stafford) to Exit 126 (Spotsylvania)	Construct high-occupancy vehicle/toll lanes
Embrey Dam/Rappahannock Canal Trail	Along river, between Fall Hill Avenue and Celebrate VA	Independent trail along river and canal – natural surface

Land Use Planning Area 2:

Fall Hill

Physical Description

Planning Area 2 (Map 12-3) is bounded by Interstate-95 on the west, the Rappahannock River on the north and east. It served by Fall Hill Avenue.

Goals

This Planning Area is predominantly residential, but with considerable protected open space. Some of the preserved land is privately owned, but a significant amount of acreage is publicly owned. Most of the goals for the area relate to protecting the integrity of the natural areas when public recreational amenities are developed and maintained.

- Develop a City park that protects the natural areas on the uplands overlooking the Rappahannock River.
- Develop a riverside trail that maintains the natural and scenic qualities of the river, its floodplain, and wetlands.
- Protect environmentally sensitive lands and provide for expanded natural and open space, through clustering of residential units and other development.
- Protect historic sites such as the Fall Hill mansion and Civil War earthworks.
- Continue to improve the Sunshine Ball Park and develop recreational amenities on the Snowden Park site after Fall Hill Avenue is widened.
- Ensure that an extended Gateway Boulevard, between State Route 3 and Fall Hill Avenue, is included in all development plans for affected properties.

Map 12-3. Planning Area 2

Existing Land Use

The planning area is characterized by multi-family residential development along Fall Hill Avenue and wooded natural areas between Fall Hill Avenue and the Rappahannock River.

Table 12-6. Land Use Summary for Planning Area 2.

Corridor	Development	Type of Use	Size
Fall Hill Avenue	Heritage Park	Residential	200 apartments
Fall Hill Avenue	Central Park Townhomes	Residential	264 townhouses
Fall Hill Avenue	Crestview	Residential	180 apartments
Fall Hill Avenue	Riverside Manor	Residential	189 townhomes
Fall Hill Avenue	Riverview Apartments	Residential	96 apartments
Fall Hill Avenue	River Walk	Residential	59 single-family detached homes
Fall Hill Avenue	Bragg Hill retail center	Commercial	Small storefronts

Environmental Factors

This planning area is characterized by highly erodible soils, moderate to steep slopes, highly permeable soils, the Rappahannock River, and some wetlands. Material dredged from the river during the Embrey Dam removal project in 2003-2004 was deposited on the uplands and became the Sunshine Ball Park. The environmentally sensitive areas are primarily along the Rappahannock River and the Rappahannock Canal.

Table 12-7. Preservation Areas in Planning Area 2.

Name	Size	Description
Butler-Brayne Park	108 acres	Wooded uplands
Fall Hill	23 acres under State	Historic brick mansion and outbuildings on wooded

	easement	uplands
--	----------	---------

Historic Resources

Planning Area 2 contains a prominent historic home called Fall Hill, which overlooks the historic Rappahannock Canal. This high ground provided tactical advantages during the Civil War and there are a variety of Confederate earthworks extant. The Fall Hill mansion, built around 1779, has a spectacular view looking across Fredericksburg and down the Rappahannock River valley.

Table 12-8. Historic Resources in Planning Area 2.

Site Name	Period of Significance	Description	Ownership
Fall Hill mansion	Built c. 1779	Brick dwelling with outbuildings; Civil War earthworks	Private
Embrey Dam (site)	Built 1920, removed 2003	Concrete abutments on both sides of river	City
Crib dam (site)	Built 1850s, removed 2003	Stone abutments on both sides, canal lock and spillway on south side	City
Rappahannock Canal	Built 1830s	Canal, stone bridge abutment at Fall Hill Avenue	City
Confederate earthworks	Civil War	Gun pits and infantry trenches	Private

Land Use Potential

This planning area has a very limited number of sites that remain undeveloped. Some of the larger parcels are in City ownership and will be developed as parks. The other parcels are recommended to have residential uses of various densities.

Table 12-9. Land Use Potential in Planning Area 2.

Sub Planning Area	Size	Current Zoning	Recommended Land Use
2A	32 acres	R-2 Residential	Planned Development-Residential
2B	48 acres	R-2 Residential	Public recreation
2C	60 acres	R-2 Residential	Public recreation
2D	20 acres	R-2 Residential	Medium density residential
2E	13 acres	R-2 Residential	Five single family lots allowed per easement
2F	5 acres	Commercial-Transitional	Medium density residential
2G	28 acres	R-2 Residential	Public recreation

Sub Planning Area 2A – This 32 acre site is located north of the Central Park Townhouses (formerly Bragg Hill), adjacent to Interstate-95. There is relatively flat topography on the site, but also steep slopes where a small stream drains to the north. The proposed land use is Planned Development-Residential.

Sub Planning Area 2B – The City of Fredericksburg owns this 48 acre site. Five acres of the uplands were used to deposit materials dredged from behind the Embrey Dam prior to its removal and this material was graded out and the upland developed as the Sunshine Park. Approximately half of the remaining acreage consists of steep slopes and should be kept in its natural state.

Sub Planning Area 2C – The City of Fredericksburg also owns 60 acres of wooded acreage that extends from Fall Hill Avenue to the Rappahannock River. The City will maintain this land in its natural state, while providing passive recreational amenities such as trails, picnic areas, open space, and parking.

Sub Planning Area 2D – This 20 acre parcel is divided by the Rappahannock Canal. The portion on the east side of the canal is low lying wooded ground that is also a floodplain. The topography west of the canal includes steep slopes. Access is from Fall Hill Avenue. The recommended land use is medium density residential development.

Sub Planning Area 2E – A 13-acre strip of land along the north side of Fall Hill Avenue has preservation easements on it, held by the Virginia Department of Historic Resources. This easement allows construction of no more than five single family homes. Access will be facilitated when Fall Hill Avenue is widened to a four-lane divided road.

Sub Planning Area 2F – This five acre parcel is located just east of the Riverview Apartments and has frontage on Fall Hill Avenue. The property is recommended for medium density residential development.

Sub Planning Area 2G – The City of Fredericksburg owns this 28-acre tract on the south side of Fall Hill Avenue. Much of the site has been leveled with fill material to accommodate playing fields, but there are still steep slopes along a small stream that drains to the east. A portion of this land will be used as right-of-way for the Fall Hill Avenue widening project. The recommended use of the remaining land is for public recreation.

Infrastructure

Roads

Fall Hill Avenue – The Virginia Department of Transportation is widening this two lane road to be a four lane divided road, with sidewalks on its south side and a multi-use trail on its north side. These pedestrian accommodations are critically needed in this corridor and will have significant safety benefits as residents move between neighborhoods jobs in Central Park/Celebrate Virginia. The expanded Fall Hill Avenue will not cross the Rappahannock Canal into the Normandy Village neighborhood. Instead, Mary Washington Boulevard will be extended, as a four lane divided road, along the west side of the Rappahannock Canal, to connect the widened Fall Hill Avenue to the U.S. Route 1 Bypass (Jefferson Davis Highway). The Fall Hill Avenue widening project will also include a new bridge over Interstate-95, which will accommodate the new lanes and pedestrian facilities on Fall Hill Avenue as well as provide for interstate improvements. This project will begin in 2015.

High Occupancy Vehicle/Toll Lanes on Interstate-95 – The HOV/HOT lanes under construction in Northern Virginia will be extended as far as Exit 126, south of Fredericksburg. This project is funded through the Virginia Department of Transportation and anticipated to be under construction between 2021 and 2025.

Gateway Boulevard (extended) – A four lane divided road, with sidewalks on one side and a multi-use trail on the other, will extend from State Route 3 to Fall Hill Avenue. This facility will be privately funded by those who will develop the intervening land, so a construction date is not set.

Trails

Embrey Dam/Rappahannock Canal Trail - In addition to the hiking-biking facilities along a widened Fall Hill Avenue, there is a trail along the Rappahannock Canal, north of Fall Hill Avenue, that is called the Embrey Dam/Rappahannock Canal Trail. This trail has a natural surface and courses along the Rappahannock River into Celebrate Virginia. When all of the required right-of-way has been acquired, this trail will be extended farther upstream, to eventually link to Motts Run Park.

Rappahannock Canal/Fall Hill Avenue Bridge – A new bridge has been installed to carry Fall Hill Avenue across the Rappahannock Canal. The design allows the Canal Trail to pass underneath the roadway and there are two pedestrian bridges across the Canal, which removes all at-grade crossings for cyclists and pedestrians.

Canal Path – There will be only limited pedestrian facilities along Mary Washington Boulevard when this roadway is widened. The main pedestrian route along this route will be the existing Canal Path, which has pedestrian bridges across the Canal at both the U.S. Route 1 Bypass (Jefferson Davis Highway) and Fall Hill Avenue.

North-South Trail – A trail is needed to provide a north-south connection in a corridor east of Interstate-95. Most of this route will be accommodated through design of Gateway Boulevard (extended), but connections across major roadways will need to be carefully considered. As an example, a bicycle/pedestrian crossing of State Route 3 will eventually need a bridge, even if an at-grade crossing is established initially.

Traffic Calming

There is one traffic calming feature in this planning area and one more planned. The existing feature is the new Fall Hill Avenue/Canal Bridge, which is a two lane facility. When Fall Hill Avenue west of this bridge is improved to a four lane divided roadway, this two lane bridge will reduce through-traffic into the Normandy Village neighborhood. The second feature is a planned roundabout just west of the Fall Hill Avenue bridge, where the improved Fall Hill Avenue will connect to an extended Mary Washington Boulevard.

Table 12-10. Transportation Summary for Planning Area 2.

Project	Location	Description
Fall Hill Avenue	Gordon W. Shelton Blvd. to Mary Washington Blvd. (extended)	Improve the existing road to four lanes, divided, with bicycle/pedestrian facilities
Fall Hill Avenue Bridge	Fall Hill Avenue and Interstate-95	Replace bridge in its entirety, as part of Fall Hill Avenue widening project
Interstate-95 HOV/HOT Lanes, Design and Construction	Garrisonville Road (Stafford) to Exit 126 (Spotsylvania)	Construct high occupancy vehicle/toll lanes
Gateway Boulevard (extended)	State Route 3 to Fall Hill Avenue	Construct a four lane divided road with bicycle/pedestrian facilities
North-South Trail	VCR Trail to Fall Hill Avenue	Multi-use path

Land Use Planning Area 3:

Central Park

Physical Description

Planning Area 3 (see Map 12-4) is bounded by the City/County line on the south and west, Fall Hill Avenue and Cowan Boulevard to the north, and Interstate-95 on the east. There are approximately 342 acres within these limits, most of which have been developed for commercial use. The western half of the Interstate-95/Route 3 interchange is located within this planning area.

Goals

This planning area primarily consists of the development known as Central Park.

- Continue to support this major commercial center, which is a vital component of the City's tax base and provides local employment opportunities.
- Ensure Central Park is appropriately integrated with Celebrate Virginia.

Existing Land Use

Central Park encompasses 310 acres of major retail, service, and office uses. The zoning is Planned Development-Commercial.

Table 12-11. Land Use Summary for Planning Area 3.

Corridor	Development	Type of Use	Size
State Route 3	Central Park	Commercial	310 acres

Map 12-4. Planning Area 3

Environmental Factors

The character of this planning district is defined by man-made features, such as Central Park, Interstate-95, and State Route 3. The headwaters of two streams, however, are considered sensitive land areas. Smith Run and North Hazel Run originate in this area and then traverse residential subdivisions outside the planning area. Stormwater management facilities mitigate the impact of the extensive impervious surfaces and are meant to ensure that Central Park does not cause flooding and erosion in the downstream neighborhoods. Aside from the stormwater management ponds, there is no dedicated open space in this planning area.

Historic Resources

This planning area was a battleground on May 4, 1863, but the terrain has been altered and the area does not contain any known historic sites or resources.

Land Use Potential

The three east-west corridors in Fredericksburg that cross Interstate-95 are located in this planning area. State Route 3 and Cowan Boulevard are substantial roadways and the third road, Fall Hill Avenue, will be upgraded to a four lane divided road within the next two years. As a consequence, this planning area will continue to experience intense commercial development within Central Park.

Infrastructure

Roads

Central Park has benefitted from enhanced access from State Route 3 and completion of Cowan Boulevard. Fall Hill Avenue is already a four-lane divided road in this planning area and will be completely improved beyond this planning area to a four-lane divided road, beginning in 2015. The internal road network within Central Park is adequate to serve the completed development, but if redevelopment at higher densities is to be feasible, this internal network would need to be reconfigured for greater efficiency. As an example, Central Road's design is not sufficient to carry large numbers of vehicles.

High Occupancy Vehicle/Toll Lanes on Interstate-95 – The HOV/HOT lanes under construction in Northern Virginia will be extended as far as Exit 126, south of Fredericksburg. This project is funded through the Virginia Department of Transportation and anticipated to be under

construction between 2021 and 2025. This project will entail significant changes to the Interstate-95/State Route 3 interchange.

Trails

Cowan Boulevard includes a bicycle trail on its south side and a sidewalk on the north side, which provides pedestrian access across the interstate. The improved Fall Hill Avenue will also have a bicycle trail on its north side and a sidewalk on its south side.

Traffic Calming

There are no traffic calming features existing or planned in this planning area.

Table 12-12. Transportation Summary for Planning Area 3.

Project	Location	Description
Interstate-95 HOV/HOT Lanes	Garrisonville Road (Stafford) to Exit 126 (Spotsylvania)	Construct high occupancy vehicle/toll lanes

Land Use Planning Area 4:

Hospital/Cowan Boulevard

Physical Description

Planning Area 4 (Map 12-5) extends from Interstate-95 to the U.S. Route 1 Bypass (Jefferson Davis Highway). The MWH Medicorp/Mary Washington Hospital medical campus is a substantial presence, with access from the U.S. Route 1 Bypass and Cowan Boulevard. When Fall Hill Avenue is improved, it will be linked to Mary Washington Boulevard, providing yet access route to the overall medical campus. The remainder of the Cowan Boulevard corridor is primarily residential, with a small commercial component.

Goals

- Support the continued development of the MWH Medicorp/Mary Washington Hospital medical campus and surrounding supportive services.
- Make Cowan Boulevard a tree lines corridor.
- Protect the integrity of historic resources, including Civil War sites.
- Preserve the environmental integrity of the Smith Run valley.
- Preserve the aquatic resources and adjacent natural lands of the Rappahannock Canal, Snowden Pond, Snowden Marsh, and other wetland resources.

Map 12-5. Planning Area 4.

Existing Land Use

This planning area includes significant multi-family residential development along Cowan Boulevard as well as the Mary Washington Hospital campus. Mary Washington Hospital is a full service facility that serves the entire region. The hospital is the largest employer in the region.

Table 12-13. Land Use Summary for Planning Area 4.

Corridor	Development	Type of Use	Size
U.S. Route 1 Bypass	Snowden Office Park	Commercial	48,000 square feet
U.S. Route 1 Bypass	Snowden Executive Center	Commercial	65,000 square feet
U.S. Route 1 Bypass	The Park at Snowden	Commercial	100,000 square feet
Mary Washington Boulevard	Mary Washington Hospital	Medical	437 bed hospital and related medical buildings
Cowan Boulevard	MHW Medicorp medical campus	Medical	Various
Cowan Boulevard	Pratt Medical Center	Medical	15,440 square feet
Cowan Boulevard	Hugh Mercer School	Government	
Cowan Boulevard	Police Station	Government	
Cowan Boulevard	Snowden Village	Residential	254 apartments
Cowan Boulevard	Monticello Apts.	Residential	263 apartments
Cowan Boulevard	Belmont at Cowan Place	Residential	300 apartments
Cowan Boulevard	Madonna House	Residential	260 apartments
Cowan Boulevard	Evergreens at Smith	Residential	130 apartments

	Run		
Cowan Boulevard	Hills at Snowden	Residential	78 single family homes
Cowan Boulevard	Preserve at Smith Run	Residential	133 single family homes; 50 townhouses
Cowan Boulevard	Cowan Center	Commercial	31,680 square feet

Environmental Factors

This planning area is characterized by highly erodible soils, moderate to steep slopes, highly permeable soils, the Rappahannock Canal, and several wetlands. Environmentally sensitive areas include the Rappahannock Canal, Snowden Pond, Snowden Marsh, and several unnamed tributaries and ponds.

Table 12-14. Preservation Areas in Planning Area 4.

Name	Size	Description
Snowden Marsh and Snowden Pond	6.6 acres	Sensitive natural areas
Zig-zag trenches	5.0 acres	Confederate earthworks on wooded slope
Hugh Mercer School/Police Station easement	4.5 acres	Historic area related to Smith Run battlefield, wooded slope
Smith Run valley	15 acres (approx.)	Dedicated open space (woods) on private property (apt. bldgs. on Cowan Blvd.)

Historic Resources

Planning Area 4 contains a variety of Confederate earthworks as well as the historic Snowden mansion. This Federal period dwelling, known as Stansbury, is a Greek Revival building on a rise overlooking the Rappahannock Canal, just east of Mary Washington Hospital. The original structure, built c. 1815, partially burned and was rebuilt, in 1926, replicating the original dwelling. Snowden currently houses the executive offices of the Mary Washington Hospital Foundation.

Table 12-15. Historic Resources in Planning Area 4.

Site Name	Period of Significance	Description	Ownership
Zig zag trenches	Civil War	Distinctive Confederate earthworks	City
Huger's Battery	Civil War	Earthen double gun pit	Medicorp
Snowden (Stansbury)	c. 1815 dwelling; rebuilt 1926	Greek Revival brick mansion	Medicorp

Land Use Potential

This planning area has seen significant residential development along Cowan Boulevard. The Mary Washington Hospital medical campus continues to grow and is already well served by Cowan Boulevard, Mary Washington Boulevard, Sam Perry Boulevard, and Hospital Drive. The terrain is relatively flat on the plateau where Cowan Boulevard is located, but drops off to the northeast. Continued development will include additional offices and medical related facilities.

Table 12-16. Land Use Potential in Planning Area 4.

Sub Planning Areas	Acres	Current Zoning	Recommended Land Use
4A	4.76 acres	R-8, Residential	Medium density residential
4B	Various parcels in medical campus	Commercial Transitional	Offices and medical related facilities

4C	10.55 acres	R-16, Residential	High density residential
----	-------------	-------------------	--------------------------

Sub Planning Area 4A – This 4.76 acre parcel is adjacent to the MWH Medicorp medical campus and zoned for residential uses. It is bisected by a stream valley, with steep slopes and will require a substantial amount of earth moving before any development is possible. There is a Confederate gun pit and a trench on a hill at the western side of the parcel, but there are no legal protections in place for these historic features.

Sub Planning Area 4B – The MWH Medicorp medical campus is a 46 acre tract that is substantially developed. There are still several parcels, however, that remain vacant and which will be developed as offices/medical facilities.

Sub Planning Area 4C – This 10.55 acre parcel is behind the Monticello Apartment complex. Access is to Cowan Boulevard.

Infrastructure

Roads

Mary Washington Boulevard (extended) – This four lane divided roadway provides access to Mary Washington Hospital from the U.S. Route 1 Bypass (Jefferson Davis Highway). It will be extended as a four-lane divided road to connect with Fall Hill Avenue, west of the Rappahannock Canal.

Gateway Boulevard (extended) – A new four lane divided road is planned to extend from State Route 3 to Fall Hill Avenue. A portion of this roadway has been built as Mahone Street, in the neighborhood known as the Preserve at Smith Run. This two lane street will eventually be two lanes of a four lane facility, with bicycle/pedestrian facilities along either side.

High Occupancy Vehicle/Toll Lanes on Interstate-95 – The HOV/HOT lanes under construction in Northern Virginia will be extended as far as Exit 126, south of Fredericksburg. This project is funded through the Virginia Department of Transportation and anticipated to be under construction between 2021 and 2025.

Trails

There are three trails in this planning area. Cowan Boulevard includes a bicycle/foot trail, the Rappahannock Canal is a bicycle/foot route, and Sam Perry Boulevard includes pedestrian links between these two bicycle/pedestrian routes.

Traffic Calming

There is a traffic circle where Sam Perry Boulevard and Mary Washington Boulevard intersect, near Cowan Boulevard.

Table 12-17. Transportation Summary for Planning Area 4.

Project	Location	Description
Mary Washington Boulevard extension	Between Mary Washington Blvd. (existing) and improved Fall Hill Avenue	Four lane divided road, to connect Mary Washington Blvd. to Fall Hill Avenue
Gateway Boulevard (extended)	Between State Route 3 and Fall Hill Avenue	Four lane divided road, with bicycle/pedestrian facilities
Interstate-95 HOV/HOT Lanes	Garrisonville Road (Stafford) to Exit 126 (Spotsylvania)	Construct high occupancy vehicle/toll lanes

Land Use Planning Area 5:

Princess Anne Street/Route 1 (north)

Physical Description

Planning Area 5 (Map 12-6) is bounded almost entirely by the Rappahannock River and the Rappahannock Canal. It includes the residential neighborhoods north of the downtown business district and is served by Princess Anne Street and the U.S. Route 1 Bypass (Jefferson Davis Highway).

Goals

- Support redevelopment of the Mill District area, including adaptive reuse of the Embrey Power Station and other historic mills.
- Continue to implement public improvements of the Princess Anne Street corridor in partnership with the Virginia Department of Transportation.
- Support redevelopment along the Princess Anne Street corridor.
- Support recreational uses in the whitewater section of the Rappahannock River.

Existing Land Use

This planning area reflects the development pattern related to the U.S. Route 1 Bypass, the 1940s highway that diverted through traffic around the central business district. Princess Anne Street, which had been the main north-south highway route, remained the U.S. Route 1 Business corridor. Residential neighborhoods reflect the traditional street grid pattern that had been extended from the original 1728 town layout, but the neighborhoods west of the U.S. Route 1 Bypass begin to show the more open and non-linear streets of the emerging post-World War II suburban development.

Map 12-6. Planning Area 5.

Table 12-18. Land Use Summary for Planning Area 5.

Corridor	Development	Type	Size
U.S. Route 1 Bypass	Fredericksburg Shopping Center	Commercial	94,000 square feet
U.S. Route 1 Bypass	Various	Commercial	Individual parcels
Princess Anne Street	Elwood City/Bunker Hill/Brulle	Residential	
Princess Anne Street	Various	Commercial	Individual parcels
Wallace and Woodford Streets	Various	Commercial	Individual parcels
Fall Hill Avenue	James Monroe High School	Governmental	28 acres
Fall Hill Avenue	Elmhurst Subdivision	Residential	
Fall Hill Avenue	Normandy Village	Residential	
Fall Hill Avenue	Fairgrounds Subdivision	Residential	
Fall Hill Avenue	Rappahannock Outdoor Educational Center	Commercial	12 acres

Environmental Factors

Much of this planning area is adjacent to the Rappahannock River, but roads and development are at an elevation above flood levels while the floodplain remains undeveloped except as a park, which allows it to maintain its natural function to absorb river flooding. The Rappahannock Canal, though a man-made feature, is also considered an environmentally sensitive area.

There is an area near the Thornton's Mill site, off Riverside Drive, that has the potential to be established as a whitewater park. The channel between the Fredericksburg shore and a small island was the raceway that once powered Thornton's Mill. In the nineteenth century, this channel was blocked to feed water into Fredericksburg's lower canal and power a series of mills. Further improvements were made in 1907, but by then hydroelectricity was supplanting hydromechanical power. To establish a whitewater park, the small 1907 dam would need to be cut, to reestablish the whitewater channel. The two ends of the dam can be left intact, to show the extent of this historic feature, as was done when the Embrey Dam was removed.

Table 12-19. Preservation Areas in Planning Area 5.

Name	Size	Description
Old Mill Park	60 acres	Recreational area, historic sites
Riverside Drive Park	13 acres	Recreational corridor, historic sites
Rappahannock Canal	29 acres (approx.) within Planning Area 5	Multi-use trail, historic waterway

Historic Resources

Planning Area 5 includes the Old Mill Historic District and two canals that powered local water-powered industries. The upper canal, called the Rappahannock Canal, still carries water, while the lower canal (unnamed) is dry, but receives significant amounts of stormwater.

Table 12-20. Historic Resources in Planning Area 5.

Site Name	Period of Significance	Description	Ownership
Old Mill Historic District	1740s – 1960s	Numerous mills and mill sites, lower canal	City and private
Rappahannock Canal	1830s – 1960s	Navigation canal converted to raceway	City
Falmouth Ford	Washington-	River crossing	State

	Rochambeau route		
Elmhurst	1871	Brick dwelling with distinctive cupola	Private

Land Use Potential

Planning Area 5 has a variety of neighborhoods as well as portions of both the Route 1 Bypass corridor and the Princess Anne Street corridor. In addition to redevelopment opportunities within individual parcels along the two corridors, there are two large areas, noted in Table 12-21, that have strong redevelopment potential.

Table 12-21. Land Use Potential in Planning Area 5.

Sub Planning Area	Acres	Current Zoning	Recommended Land Use
5A	13.5 acres	Commercial Highway	Planned Development-Mixed Use
5B	13 acres	Commercial-Transitional	Planned Development-Mixed Use

Sub Planning Area 5A – The area along the east side of Princess Anne Street, between Pelham and Herndon Streets, has been identified as the Mill District, within the Princess Anne Street Historic Entrance Corridor. On the west side of the street is the Canal Park, where the old industrial canal remains evident. The Mill District includes former industrial buildings, primarily from the nineteenth and early twentieth centuries. There are numerous opportunities for adaptive reuse as well as new construction.

Sub Planning Area 5B – There are three blocks along Fall Hill Avenue, bounded by Progress, Charles, and Hunter Streets, that were cleared of buildings and turned into parking lots. These lots served the old Mary Washington Hospital and other related medical buildings in the area. The Hospital has relocated and though some parking is still needed in the area, much of this acreage could be redeveloped.

Infrastructure

Roads

No new roads are proposed in this planning area, but improvements are planned for Princess Anne Street, to consist of scaling down the build-up of asphalt, to reestablish proper drainage, and then resurfacing. Previous improvements have addressed sidewalks and reestablished on-street parking. In the very long term, the U.S. Route 1 Bypass (Jefferson Davis Highway) may need to be widened to a six-lane roadway, with bicycle/pedestrian facilities, but no potential funding is available for this project to be included the region's financially constrained long range plan.

Bridges

This planning area includes the Falmouth Bridge, which is one of five bridges that cross the Rappahannock River into Fredericksburg. This crossing is the U.S. Route 1 Bypass (Jefferson Davis Highway) that runs north-south, between Washington D.C. and Richmond. A replacement bridge with additional lane capacity is planned to be constructed between 2021 and 2025.

Another bridge allows the U.S. Route 1 Bypass to cross the Rappahannock Canal. This bridge is scheduled for replacement, without additional capacity, in 2019.

Trails

Existing bicycle/pedestrian trails include the Canal Trail and the Rappahannock River Heritage Trail. These two trails combined, comprise a trail loop. A new bridge at Fall Hill Avenue and the Rappahannock Canal provides a safe bicycle/pedestrian route underneath that roadway. No additional trails are planned, but replacement of the U.S. Route 1 Bypass/Canal bridge will include enhanced accessible connections between the sidewalk along the U.S. Route 1 Bypass and the Canal Trail and will also enhance safe bicycle/pedestrian passage under the busy highway.

Traffic Calming

Although the Route 1 Bypass cuts through this planning area, the traditional street grid effectively diffuses traffic. As a consequence, no specific traffic calming measures are proposed. Fall Hill Avenue is being improved to a four-lane divided road, but these four lanes will not cross the Rappahannock Canal into Normandy Village. Instead, a four lane, divided connection will be made between the improved Fall Hill Avenue and the U.S. Route 1 Bypass on

the south side of the Rappahannock Canal. The Fall Hill Avenue bridge over the Rappahannock Canal will remain a two lane road and the section of Fall Hill Avenue that runs through Normandy Village will also remain a two lane route.

Table 12-22. Transportation Summary for Planning Area 5.

Project	Location	Description
Princess Anne Street	U.S. Route 1 Bypass to Herndon Street	Address drainage and resurface road
Bridge replacement	U.S. Route 1 Bypass and Rappahannock Canal	Replace the bridge and improve cycling/pedestrian connections

Land Use Planning Area 6:

Plank Road/Idlewild

Physical Description

Planning Area 6 (Map 12-7) extends from Interstate-95 on its west side to the U.S. Route 1 Bypass on the east. It includes a significant portion of the State Route 3/William Street corridor and major commercial and residential developments to the north and south of this roadway.

Goals

- Promote mixed-use development.
- Extend Gateway Boulevard between Route 3 and Cowan Boulevard.
- Protect historic sites, including winter encampments, historic buildings, such as the Downman House (Idlewild), and battlefield terrain, at Smith Run park.
- Support redevelopment of outdated shopping centers.

Map 12-7. Planning Area 7.

Existing Land Use

This planning area includes the eastern half of the Route 3/Interstate-95 interchange, which concentrates development along Route 3 and Gateway Boulevard. Areas beyond the commercial corridors are usually residential in nature.

Table 12-23. Land Use Summary for Planning Area 6.

Corridor	Development	Type of Use	Size
State Route 3	Westwood Shopping Center	Commercial	101,000 square feet
State Route 3	Westwood Office Park	Commercial	67,100 square feet
State Route 3	Westwood Village Center	Commercial	29,214 square feet
State Route 3	Greenbrier Shopping Center	Commercial	162,000 square feet
State Route 3	Gateway Village	Commercial	215,000 square feet
State Route 3 - Gateway Boulevard	Home Depot	Commercial	135,000 square feet
State Route 3	River Woods Apartments	Residential	187 units
State Route 3	Westwood Commons	Residential	42 condominiums
State Route 3	Oakwood Terrace	Residential	30 single family homes
State Route 3	Great Oaks	Residential	46 single family homes
State Route 3	Altoona	Residential	100 single family homes

State Route 3	Huntington Hills	Residential	32 single family homes
State Route 3 – Gateway Boulevard	Idlewild	Residential	785 single family homes and townhouses
U.S. Route 1 Bypass	Estates at Idlewild	Residential	48 single family homes
U.S. Route 1 Bypass	Kings Mill	Residential	24 townhouses
U.S. Route 1 Bypass	Kendalwood Apartments	Residential	200 apartments

Environmental Factors

Hazel Run forms the southern boundary of this planning area, which is also the south City limit. Its headwaters are in Spotsylvania County and inadequate stormwater management outside the City limits has increased flooding and erosion along this waterway. Appropriate erosion and sediment control and stormwater management are needed upstream, to protect the environmental quality of this waterway, which flows through an attractive area of steep slopes and rock outcroppings that are scenic features of the Virginia Central Railway Trail.

Just south of Route 3/William Street is North Hazel Run, which also has inadequate stormwater management upstream. It too is an undeveloped natural corridor with scenic values, but also drainage issues.

North of Route 3/William Street, Smith Run drains a large watershed and also suffers from stream bank erosion. A large regional stormwater pond has been established on this stream, but continued implementation of best management practices and low impact development are needed to reduce the risk of flooding, with its attendant damage.

Table 12-24. Preservation Areas within Planning Area 6.

Name	Size	Description
Hazel Run/Virginia Central Railway corridor	151 acres (City-owned: 125 in City; 26 in Spotsylvania)	Natural stream valley; historic railway bed, battlefield,

	County)	Confederate encampment
Hugh Mercer School/Police Station easement	4.5 acres (City-owned)	Natural area; battlefield
Smith Run battlefield	11 acres (City-owned)	Natural area; battlefield
North Hazel Run	13 acres (City-owned)	Natural stream valley
Smith Run	Approx. 15 acres (Private)	Dedicated open space for apartment projects – battlefield terrain and trail

Historic Resources

No historic dwellings have fully survived in this planning area. Instead, there is a historic railway bed that has become the Virginia Central Railway Trail, considerable battlefield terrain from May 4, 1863, and an extensive Confederate winter encampment. Of several historic homes that once dotted this area, only the fire-damaged ante-bellum Downman House (Idlewild) remains. The National Park Service interprets its Fredericksburg holdings as the battleground of December 13, 1862, but a second battle of Fredericksburg occurred on May 3, 1864 across this same ground and additional fighting took place in this planning area on May 4th. The City of Fredericksburg will interpret the events of the second battle of Fredericksburg within its trail system.

Table 12-25. Historic Resources in Planning Area 6.

Site Name	Period of Significance	Description	Ownership
Virginia Central Railway	Ante-bellum	Graded railway bed with stone culverts	City
Downman House (Idlewild)	Ante-bellum, Civil War	Brick Gothic Revival mansion, built 1859; Lee's HQ on 4 May 63	City
Confederate winter encampment	Civil War	Hut holes near Hazel Run	City

Smith Run battlefield	Civil War	Representative site	City
-----------------------	-----------	---------------------	------

Land Use Potential

This planning area contains several undeveloped parcels, including a City-owned property south of Route 3/William Street and a large private tract north of that roadway. In addition, some of the shopping centers along Route 3 have been identified as having strong redevelopment potential.

Table 12-26. Land Use Potential in Planning Area 6.

Sub Planning Area	Acres	Current Zoning	Recommended Land Use
6A	78	R-2 Residential	Mixed-use; office park
6B	34	Planned Development - Residential	Planned Development – Mixed Use

Sub Planning Area 6A – This 78-acre site is located adjacent to Interstate-95, between Cowan Boulevard and Route 3. Development will require an extension of Gateway Boulevard, from State Route 3 to at least Cowan Boulevard, although the full road project is to connect to Fall Hill Avenue. Anticipated land use is mixed-use.

Sub Planning Area 6B – The City of Fredericksburg owns 34 acres that includes the fire-damaged Downman House (Idlewild). This Gothic-Revival mansion (built in 1859) sits atop a hill, which is visible from as far away as Route 3. There are three outbuildings. A fire in 2003 gutted the main house, but the intact brick walls are braced with steel supports. Most of the site is flat, wooded terrain that has excellent access and is readily developed.

Infrastructure

Roads

Cowan Boulevard and State Route 3/William Street provide east-west links across Interstate-95. Gateway Boulevard and Idlewild Boulevard course through the Idlewild neighborhood,

providing access at Route 3 as well as at the U.S. Route 1 Bypass. A new roadway will extend Gateway Boulevard from Route 3 to Cowan Boulevard and on to Fall Hill Avenue. This new facility will be a four lane, divided road, with bicycle/pedestrian trail on one side and a sidewalk on the other.

High Occupancy Vehicle/Toll Lanes on Interstate-95 – The HOV/HOT lanes under construction in Northern Virginia will be extended as far as Exit 126, south of Fredericksburg. This project is funded through the Virginia Department of Transportation and anticipated to be under construction between 2021 and 2025.

Trails

The Virginia Central Railway Trail extends from Idlewild to downtown Fredericksburg. The extended Gateway Boulevard will include the standard 10-foot wide hiking/biking trail along one side and this north-south link will eventually cross Route 3 and link to the Virginia Central Railway Trail.

Traffic Calming

Gateway Boulevard and Idlewild Boulevard have a series of four traffic circles that are meant to discourage excessive speeds between State Route 3 and the U.S. Route 1 Bypass.

Table 12-27. Transportation Summary for Planning Area 6.

Project	Location	Description
Gateway Boulevard (extended)	Between Route 3 and Cowan Boulevard	Portion of a four lane divided roadway that will extend from Route 3 to Fall Hill Avenue
Interstate-95 HOV/HOT Lanes	Garrisonville Road (Stafford) to Exit 126 (Spotsylvania)	Construct high occupancy vehicle/toll lanes
North-South Trail	Virginia Central Railway Trail to Cowan Boulevard	Portion of hiking/biking trail that will extend from Fall Hill Avenue to the VCR Trail

Land Use Planning Area 7:

University/Route 1 (central)

Physical Description

Planning Area 7 (Map 12-8) includes a significant portion of the U.S. Route 1 Bypass (Jefferson Davis Highway) and William Street corridors, with both commercial and residential uses. The area also includes the University of Mary Washington and its surrounding neighborhoods. Also included is the National Cemetery/Sunken Road area of the Fredericksburg and Spotsylvania National Military Park.

Goals

- Maintain the integrity of residential neighborhoods through appropriate transitional uses while accommodating new growth and development in commercial corridors.
- Continue to pursue solutions to the diverse parking needs in the College Heights neighborhoods.
- Continue to work with the University of Mary Washington regarding adverse impacts to surrounding neighborhoods, such as parking impacts and overcrowded student housing. Support redevelopment of selected areas to increase residential densities and available parking.
- Protect environmentally sensitive areas, including College Marsh and the Rappahannock Canal.
- Respect battlefield lines-of-sight from Willis Hill.

Map 12-8. Planning Area 7.

Existing Land Use

This planning area includes the Fredericksburg campus of the University of Mary Washington. The traditional street grid that characterizes downtown Fredericksburg extended into the neighborhoods called College Terrace and College Heights. The U.S. Route 1 Bypass (Jefferson Davis Highway) cuts through this planning area and provides a break between the traditional grid road pattern and the more disorganized street pattern of suburban development. The residential neighborhoods west of the Jefferson Davis Highway reflect the suburban pattern.

Table 12-28. Land Use Summary for Planning Area 7.

Corridor	Development Name	Type	Size
U.S. Route 1 Bypass	Various	Commercial	Individual parcels
U.S. Route 1 Bypass	Eagle Village	Commercial and Institutional	
U.S. Route 1, Bypass	Stratford Square	Residential	121 apartments
College Ave./Hanover Street	College Heights	Residential	400+ single family homes
College Ave./Hanover Street	University of Mary Washington	Institutional	
Spotsylvania Avenue	Trailer Park	Residential	30+ trailers
Blue and Gray Parkway	National Guard Armory		
Blue and Gray Parkway	Greenbrier	Residential	258 apartments; 50 condominiums
Lafayette Boulevard	Fredericksburg and Spotsylvania National Military Park	National Park	

Environmental Factors

Stormwater runoff from the University of Mary Washington and College Heights is primarily to the east, toward the Kenmore drainage. The Kenmore flume has been extensively improved to handle this runoff and more. Drainage to the west and south is toward Smith Run and Hazel Run. Environmentally sensitive areas include Gayles Pond and College Marsh, adjacent to the Rappahannock Canal, and the Smith Run and Hazel Run stream valleys.

Table 12-29. Preservation Areas in Planning Area 7.

Name	Size	Description
Fredericksburg and Spotsylvania National Military Park	50 acres (approximately)	National Cemetery, battlefield terrain extending to Willis Street, visitor center
College Marsh/College Pond	5 acres (approximately)	Natural area
Alum Springs Park	34 acres	Natural area, playground, picnic area, historic sites
Memorial Park	5.25 acres	Recreational facilities
Community Gardens	9.4 acres	Garden plots, botanical garden, dog park

Historic Resources

Historic resources in this planning area are either in Federal or State ownership. The National Park Service administers an area along Sunken Road that includes battlefield terrain and a National Cemetery. The City of Fredericksburg vacated its right of access to Sunken Road several years ago and the National Park Service has accomplished an impressive scene restoration effort that will continue as it acquires additional nearby properties along Willis Street. The University of Mary Washington owns the ante-bellum house called Brompton, which is the residence of the University president. There are also some remnants of Confederate earthworks on the University campus. The National Park Service interprets its holdings as the battleground of December 13, 1862, but a second battle of Fredericksburg occurred on May 3, 1864 across this same ground and additional fighting took place on May 4th.

The City of Fredericksburg will interpret the events of the second battle of Fredericksburg within its trail system, but significant portions of that battleground remain uninterpreted on Federally protected lands.

Table 12-30. Historic Resources in Planning Area 7.

Site	Period of Significance	Description	Ownership
Fredericksburg and Spotsylvania National Military Park	Civil War	National Cemetery, Sunken Road, battlefield terrain	Federal
Brompton	Ante-bellum, Civil War	1830s brick mansion	University of Mary Washington
Battery site on UMW campus	Civil War	Earthen gun pit and trench	University of Mary Washington
Rose Hill	Ante-bellum, Civil War	1852 brick mansion with c. 1900 addition	Private

Land Use Potential

This planning area has been extensively developed, but is beginning to see extensive redevelopment. The College Heights and College Terrace neighborhood are attractive and accessible, due to their traditional street grid. College Terrace is not going to change much, except for infill development and additions to homes. College Heights, on the other hand, is subject to the influences of the University of Mary Washington and of U.S. Route 1 Bypass. As redevelopment occurs in the College Heights area, the street grid pattern will need to be respected.

Table 12-31. Land Use Potential in Planning Area 7.

Sub Planning Area	Acres	Current Zoning	Recommended Land Use
7A	34.7	R-2, Residential	Institutional/Student housing

7B	30 +	Commercial- Transitional, R-4 Residential, and Mobile Home	Mixed Use
----	------	---	-----------

Sub Planning Area 7A – This 34.7 acre tract is controlled by the University of Mary Washington and has frontage on the U.S. Route 1 Bypass as well as Greenbrier Drive. Potential uses include student housing as well as a mix of commercial and residential uses, as has occurred at Eagle Village. This level of development could provide much needed student housing and allow the College Heights neighborhood to recover from excessive numbers of rental units and reestablish itself as an owner-occupied community.

Sub Planning Area 7B – The northeast quadrant of the intersection of State Route 3 and U.S. Route 1 Bypass has a variety of land uses, but has the potential to be redeveloped at a higher intensity. Potential uses include student housing as well as a mix of commercial and residential uses, as has occurred at Eagle Village. The basis of this level of development would be to provide much needed student housing and allow the College Heights neighborhood to recover from excessive numbers of rental units. This area is directly adjacent to College Heights, especially along Rappahannock Avenue. Redevelopment plans would need to be designed to become a positive contribution to that neighborhood and help it to reestablish itself as an owner-occupied community.

Infrastructure

Roads

The Blue and Gray Parkway has diverted a significant amount of through traffic from William Street. Planned roadway improvements in this planning area are related the U.S. Route 1 Bypass and portions of William Street west of the Bypass. A long range project is to improve the U.S. Route 1 Bypass/State Route 3 interchange, in addition to the related improvements to both roadways.

Trails

On the east side of the U.S. Route 1 Bypass (Jefferson Davis Highway) this planning area is interconnected by a comprehensive network of sidewalks that extends to downtown Fredericksburg. There are sidewalks in selected areas west of U.S. Route 1 Bypass, such as around Mary Washington Hospital, but most of the pedestrian ways are multi-use trails, such as

the Canal Trail and the Cowan Boulevard Trail. Pedestrian connections across the U.S. Route 1 Bypass occur at grade at Cowan Boulevard and College Avenue. Grade separated crossings occur at the Rappahannock Canal (underpass) and at College Avenue (bridge). Safety still needs to be enhanced at the at-grade crossing of William Street and the Blue and Gray Parkway.

The newly constructed Virginia Central Railway Trail also courses through this planning area. Its crossing at the U.S. Route 1 Bypass is at grade, but in the long term a bridge is proposed to be established there, to enhance user safety.

Traffic Calming

College Avenue is a busy connector, but densely parked vehicles on either side of the roadway serves a traffic calming function by narrowing the perceived travel lanes. There are two connector routes in this planning area that would benefit from traffic calming devices that discourage cut-through traffic. These routes include Stafford Avenue and Keeneland Road/Westwood Drive. Previous efforts to install traffic calming devices on Stafford Avenue proved inadequate and these have been removed. Properly designed devices are still needed.

Table 12-32. Transportation Summary for Planning Area 7.

Project	Location	Description
U.S. Route 1 Bypass bridge replacement	Rappahannock Canal	Replace bridge and improve bicycle/pedestrian facilities
U.S. Route 1 Bypass bridge replacement	Hazel Run	Replace bridge
U.S. Route 1 Bypass bridge replacement	State Route 3 interchange	Replace interchange bridge (no added capacity)
William Street	Between Blue and Gray Pkwy. and Gateway Boulevard	Widen road to six lanes, with bicycle/pedestrian facilities
Intersection improvements	U.S. Route 1 Bypass and Augustine Avenue	Improve intersection for efficiency and safety; partnership project with Eagle Village
Traffic calming	Westwood Drive and Keeneland Road	Install properly designed traffic calming devices to

		minimize cut-through traffic
VCR Trail bridge	U.S. Route 1 Bypass	Construct bicycle/pedestrian bridge over highway

Land Use Planning Area 8:

Downtown

Physical Description

Planning Area 8 (Map 12-9) includes the downtown business district and the many neighborhoods that surround it.

Goals

- Protect the historic aspects of the downtown business district, while accommodating adaptive reuse of existing buildings and new construction on infill sites.
- Support redevelopment that respects historic structures, but without dictating architectural style or limiting creativity.
- Continue to evaluate parking needs in the downtown business district and develop appropriate strategies and remedies that provide for its continued viability as well as further growth and development.
- Continue to work with the Virginia Railway Express to provide additional parking for rail users, while reducing vehicular traffic in residential areas through direct access to VRE lots from the Blue and Gray Parkway. Enhance travel routes from parking areas to the rail station.
- Work with VRE and FRED to establish the railway station area as a multi-modal center.
- Continue revitalization of the key corridors of Princess Anne Street, Kenmore Avenue, William Street, and Lafayette Boulevard.
- Improve the appearance of municipal parking lots and enhance the pedestrian connections between parking areas and downtown activity areas.
- Support development of the East Coast Greenway across the Chatham Bridge and through downtown Fredericksburg.

- Establish a riverfront park as focal point for the community.
- Work with Main Street Fredericksburg to develop an appropriate mix of businesses that keep downtown as a viable urban center.
- Promote residential and mixed-use development.
- Continue to maintain public facilities, public uses, and public services as core components of downtown.
- When considering adaptive reuse of any public building, ensure that any new use will contribute to a dynamic downtown community.
- Evaluate the accessibility of public buildings, public facilities, sidewalks, parks, transportation, and other services on a regular basis to ensure persons with disabilities are included in the downtown environment. Encourage downtown property owners to improve accessibility to shops, restaurants, offices, and other commercial facilities so everyone can visit all parts of the community.
- Evaluate the area between Lafayette Boulevard and Hazel Run, adjacent to the National Park, for possible preservation or appropriate redevelopment.

Existing Land Use

This planning area encompasses the oldest part of the City, which reflects the development pattern established when the street grid was laid out when Fredericksburg was founded. The area is characterized by the urban core, with its commercial, religious, and municipal functions. Beyond the core are clearly defined residential neighborhoods. Given the multiple uses within many of the city blocks, a review of existing land uses is more readily done by looking at corridors.

Princess Anne Street – This road extends from the U.S. Route 1 Bypass into the central business district. It used to be the main north-south route through town before the bypass diverted through traffic. As a consequence, it includes many roadside commercial uses, many of which have been adapted to other commercial uses. Within the historic urban core, Princess Anne Street constitutes Fredericksburg’s religious/government/financial corridor, which developed in the early nineteenth century because it is well above flood levels. The City’s new court house, completed in 2014, is also on Princess Anne Street, maintaining this historic context.

Map 12-9. Planning Area 8.

William Street – This road is the traditional link to Spotsylvania County. In the central business district, William Street crosses Caroline Street and this intersection is the traditional central core of downtown Fredericksburg. William Street crosses into Stafford County on the Chatham bridge. This route is primarily commercial in nature although there are concentrations of residential uses.

Kenmore Avenue – This road branches off William Street, providing a link to Lafayette Boulevard. It follows what used to be a power canal and there are a variety of industrial uses in this corridor, although some of them have been adapted to commercial and residential uses.

Lafayette Boulevard – Before construction of the U.S. Route 1 Bypass, this road was the major north-south highway. Like Princess Anne Street, it had a variety of roadside businesses and many of those have also been adapted to more contemporary uses. This road was improved significantly by the Federal government, to provide a link between the downtown railway station and the National Cemetery. The City has developed a corridor overlay to help to revitalize this route, which will also help to restore a sense of arrival to the National Park visitor center.

Dixon Street – This route was once known as the Richmond Stage Road and was a relatively smooth road through the Tidewater region. Its character within this planning area is primarily residential, but also includes the old Walker-Grant School.

Environmental Factors

The Rappahannock River and Hazel Run constitute the eastern and southern boundaries of this planning area, respectively, and any development must address flood hazards as well as any environmentally sensitive areas. In addition, there is both natural and urban open space that is under permanent protection.

Table 12-33. Preservation Areas in Planning Area 8.

Name	Size	Description
Mary Washington Monument Park	4.0 acres	Memorial, stone lodge, and Gordon Cemetery
Washington Avenue mall	Four blocks	Grassy medians with monuments
Cobblestone/Hazel Run	10 acres	Wetlands and woods, with

Nature Area		trail
Shiloh Cemetery	2.0 acres	Cemetery
Riverfront Park		

Historic Resources

This planning area includes the Historic Fredericksburg District and other areas of historic importance. Development and redevelopment in designated areas must adhere to the City's historic district regulations. Best practice for historic districts is to include both sides of a street, which provides oversight of the entire streetscape. In Fredericksburg, several short overlay boundaries go down the middle of a street, but the long western boundary of the Historic District is comprised of the western boundary of the individual properties that front the western side of Prince Edward Street.

Table 12-34. Historic Resources in Planning Area 8.

Site Name	Period of Significance	Description	Ownership
Historic Fredericksburg District	Historic continuum, 1728 to present	Downtown business district and surrounding neighborhoods	Various
Fredericksburg Gun Factory (site)	American Revolution	Archaeological site	City
Washington Avenue Historic District (1200-1500 blocks)	Late 19 th – early 20 th century	residential neighborhood with distinctive mall	Private, Non-Profit, City
Maury School	Built 1919, expanded 1929 and 1936	Former school, now condominiums	Private
Mill Race Commons	Early 20 th century industrial bldg.	Factory converted to commercial and residential space	Private

Stratton House	Built 1855	Brick house on Littlepage Street, battlefield landmark	Private
Rowe House	Built 1850s	Brick house on Hanover Street, battlefield landmark	Private
Old Walker-Grant School	Built 1935, expanded	Racially segregated public school	City
Warehouse District	Late 19 th - early 20 th century warehouses	Collection of warehouses and industrial buildings	Private
Railroad Freight terminal	Built in 1920s	Freight building in use as condominiums	Private
Virginia Central Railway	Civil War, Reconstruction	Historic railway bed with trail	City

Land Use Potential

Fredericksburg long-term emphasis on maintaining the integrity of its historic district has resulted in a vibrant downtown that is economically viable and a desirable place to live, work, and visit. A riverfront park is being planned to provide a downtown focal point. Because of its urban nature, this planning area has many redevelopment opportunities and a variety of plans have been developed over the years, each building on strong urban development concepts of pedestrian orientation, infill development, and mixed uses.

Downtown Adaptive Reuse Activity

There are three guiding principles for downtown redevelopment, as follows:

- Protect the character and historic integrity of downtown Fredericksburg.
- Enhance the downtown area as the region's urban hub, with center-city amenities that serve the greater regional community.
- Attract investors, residents, and visitors to the downtown area.

Preservation of historic buildings has been a significant part of maintaining a viable downtown business district, but requires the flexibility to adapt older buildings to contemporary needs. In addition, there are numerous vacant and underdeveloped lots that invite infill development. The City has developed a comprehensive review process for infill projects to encourage such development while maintaining the historic integrity of the downtown area.

George Street Walk - The Central Rappahannock Heritage Center is located in Maury Commons, a former school adapted to residential and Heritage Center's research uses. Other community activities occur at Maury Field. George Street is a six block road that connects Maury with the downtown business district. It has been enhanced with brick sidewalks, a war memorial, and visitor wayside panels. Additional improvements, such as shade trees, should continue to be added.

Warehouse District - The Jackson Street/Kenmore Avenue area has been called the Warehouse District. Several of the warehouses have been renovated and adaptively reused and a new office building constructed as well. This positive pattern of investment and reuse should be encouraged.

Princess Anne Street Corridor - Princess Anne Street is a key entryway into the City's historic district. The route from the U.S. Route 1 Bypass to the edge of the Historic District has been designated as the Princess Anne Street Historic Corridor. Within the Historic District, Princess Anne Street is recognized as the City religious/financial/government corridor because prominent early churches, banks, and government buildings were constructed along a plateau well out of any river flood hazard zone. When the City constructed a new court house, it selected a site within this corridor.

William Street – This route into town has traditionally been a commercial corridor and there are significant redevelopment opportunities.

Kenmore Avenue – This formerly industrial area is experiencing redevelopment with commercial space.

Lafayette Boulevard - Lafayette Boulevard is also a prominent entryway into downtown Fredericksburg. It will not be widened within this planning area, although significant improvements are planned for this roadway south of the Blue and Gray Parkway. This route has a variety of zoning districts, which need to be reconsidered.

Riverfront/Sophia Street - Since Fredericksburg's founding, in 1728, the Rappahannock River has provided a link to maritime shipping, powered local industries, and served as a route to the west. Since the 1980s, a riverfront walk between the City Dock and the downtown library has

been planned and patiently implemented as opportunity allowed. Currently, there are sidewalks along Sophia Street and river overlooks around the municipal parking lot.

Sophia Street serves as the link between the riverfront and the main commercial/tourism area on Caroline Street. The west side of Sophia Street has a solid urban edge, while the east side of the street, between Hanover and Charlotte Streets is proposed to become an open riverfront park.

Infrastructure

Roads

No new roads are proposed for this planning area, but there are two sets of one-way streets that should be considered for improvement. Amelia and William Streets constitute a primary automobile route for east-west travel, while Caroline and Princess Anne Streets accommodate north-south travel. These routes handle twenty first century automobile traffic within an eighteenth century community design. At one point, it was thought to be necessary to provide for high speed automobile traffic through downtown Fredericksburg, but later best practices in planning suggest a rethinking of the need for higher speeds in a downtown environment. There are existing bypass highways for higher speed traffic, suggesting that downtown locations can be made safer for pedestrians by returning the one-way roads to two-way traffic. The difficulty is that Fredericksburg's downtown alleys are insufficient (and sometimes nonexistent) as supporting infrastructure for the downtown economy. As a consequence, the one-way streets allow delivery vehicles to load and unload while blocking one lane of traffic.

Bridges

This planning area includes two of the City's five bridges that cross the Rappahannock River. These crossing are as follows:

- Chatham Bridge – Business State Route 3 (William Street)
- Rappahannock River Bridge – CSX railway (two tracks)

The Chatham bridge is scheduled to be replaced between 2031 and 2035.

Trails

Every street in this planning area includes sidewalks for pedestrians. In addition, there are several trails with sections within the planning area. The East Coast Greenway is the urban version of the Appalachian Trail, heavily focused on cyclists. Along its route from Maine to

Miami, the Greenway will cross the Rappahannock River on the Chatham Bridge, run through downtown, and enter Spotsylvania County. Programmed repairs to the Chatham Bridge include widening the existing pedestrian sidewalks. Additional multi-use trails that course through this planning area are the Canal Park Trail and the Virginia Central Railway Trail.

Traffic Calming

The traditional street grid effectively diffuses traffic and provides a degree of traffic calming in general. As the riverfront park is developed, however, traffic along Sophia Street will need to be slowed down, to enhance pedestrian safety. Raised intersections at Hanover and Charlotte Streets will accomplish this task, but other options should be evaluated as well.

Table 12-35. Transportation Summary for Planning Area 8.

Project	Location	Description
Chatham Bridge	William Street/Rappahannock River	Replace bridge to include improved bicycle/pedestrian facilities
Lafayette Boulevard Improvements	Blue and Gray Parkway to Sophia Street	Roundabout at Kenmore Ave., parking, intersection safety improvements
Sophia Street Traffic Calming	Hanover and Charlotte Streets	Raised intersections or other appropriate measure

Land Use Planning Area 9:

Lafayette Boulevard/Route 1 (south)

Physical Description

Planning Area 9 (Map 12-10) consists primarily of the neighborhoods off Lafayette Boulevard. Commercial activity is found along the U.S. Route 1 Bypass and Lafayette Boulevard.

Goals

- Improve Lafayette Boulevard to be a four lane divided roadway, with bicycle/pedestrian facilities, as specified in adopted transportation plans.
- Provide bicycle/pedestrian connections between residential areas and the City's developing trails network.

Map 12-10. Planning Area 9.

Existing Land Use

This planning area includes two public schools, scattered commercial uses on the U.S. Route 1 Bypass (Jefferson Davis Highway) and Lafayette Boulevard.

Table 12-37. Land Use Summary for Planning Area 9.

Corridor	Development Name	Type	Size
U.S. Route 1 Bypass	Various	Commercial	Individual parcels
U.S. Route 1 Bypass	Lafayette School and Walker-Grant School	Governmental	43 acres
U.S. Route 1 Bypass	Townsend Center	Commercial	23,600 square feet
U.S. Route 1 Bypass	Townsend Apts.	Residential	200 units
U.S. Route 1 Bypass	Cedar Ridge Apts.	Residential	130 units
U.S. Route 1 Bypass	Wellington Lakes	Residential	160 apartments
U.S. Route 1 Bypass	Confederate Ridge	Residential	75 houses
U.S. Route 1 Bypass	Fox Run	Residential	17 houses
Lafayette Boulevard	Various	Commercial	Individual parcels
Lafayette Boulevard	Kensington Hills	Residential	47 houses
Lafayette Boulevard	Brown's Subdivision	Residential	19 houses
Lafayette Boulevard	Arcade Court	Residential	6 houses
Lafayette Boulevard	Braehead Woods	Residential	103 houses
Lafayette Boulevard	Morningside	Residential	96 houses
Lafayette Boulevard	Hillcrest	Residential	82 houses
Lafayette Boulevard	Jackson Park	Residential	91 houses
Lafayette Boulevard	Alum Springs	Residential	20 houses

Lafayette Boulevard	Twin Lakes	Residential	39 houses
Lafayette Boulevard	Wellington Woods	Residential	114 apartments
Lafayette Boulevard	Cedar Lane Terrace	Residential	12 townhomes
Lafayette Boulevard	Dillard	Residential	82 houses
Lafayette Boulevard	Courtland Heights	Residential	58 houses
Lafayette Boulevard	Olde Greenwich	Residential	130 townhomes

Environmental Factors

This planning area is a plateau upon which roads and subdivisions have been built. Attention should be directed to Hazel Run and other streams that receive runoff.

Historic Resources

This planning area is high ground that had military advantages during the Civil War. Though the terrain had historic significance, there are no historic structures in this part of the City.

Land Use Potential

This planning area is characterized by numerous distinctive neighborhoods, many of which have infill opportunities. Infill sites are also available along Lafayette Boulevard and the U.S. Route 1 Bypass (Jefferson Davis Highway).

Table 12-38. Land Use Potential in Planning Area 9.

Sub Planning Area	Acres	Current Zoning	Recommended Land Use
9A	24	R-4 Residential	No change

Sub Planning Area 9A – This parcel is platted for 79 single family homes, but has not yet been developed.

Infrastructure

Roads

Lafayette Boulevard is to be widened to a four lane divided road, with bicycle/pedestrian routes. This improvement project includes not only the route, as it exists in the City, but would extend into Spotsylvania, to Four Mile Fork.

Trails

The Virginia Central Railway Trail extends into downtown Fredericksburg and is readily accessible from Springwood Drive. Most of the neighborhoods in this planning area, however, do not have sidewalks, so cyclists must be cautious. The bicycle/pedestrian facilities that will be part of the Lafayette Boulevard widening project will be accessible from all of the neighborhoods in this planning area, but again without sidewalk connections on the neighborhood collector roads. There is an at-grade crossing where the VCR Trail crosses the U.S. Route 1 Bypass. This crossing will need to be bridged, to enhance bicycle/pedestrian safety.

Traffic Calming

Twin Lakes Drive has four excellent traffic calming features that are exceptionally effective in providing for pedestrian safety. Similar features could be constructed in the Confederate Ridge neighborhood, if traffic becomes a problem there.

The Lafayette Boulevard widening project will have several traffic circles, which help to keep traffic moving, while also discouraging speeding. There is no need for traffic calming features on the other neighborhood streets as these have only a single connection to Lafayette Boulevard.

Table 12-39. Transportation Summary for Planning Area 9.

Project	Location	Description
Lafayette Boulevard	Blue and Gray Parkway to the south city limits	Widen to a 4-lane divided road, with bicycle/pedestrian facilities
VCR Trail bridge	U.S. Route 1 Bypass	Construct a bicycle/pedestrian bridge over the highway

Land Use Planning Area 10:

Braehead/National Park

Physical Description

Planning Area 10 (Map 12-11) includes the City's industrial park as well a large portion of the Fredericksburg battlefield within the Fredericksburg and Spotsylvania National Military Park. The industrial park is flat, with extensive wetlands. The National Park property consists of a low ridge, that drains to the east.

Goals

- Provide for appropriate commercial development along the Blue and Gray Parkway.
- Continue to develop the City/Battlefield Industrial Park.
- Explore potential land use alternatives for the industrial park, recognizing that the existing road network within the industrial park would require extensive redesign.
- Respect the battlefield lines of sight from Lee's Hill.
- Work with the National Park Service to provide a safe pedestrian crossing across Lafayette Boulevard at Lee Drive.

Map 12-11. Planning Area 10.

Existing Land Use

The City's heavy industrial uses are located in the City/Battlefield Industrial Park, but a significant part of that area (84 acres) is still in agricultural use.

Table 12-40. Land Use Summary for Planning Area 10.

Corridor	Development Name	Type	Size
Blue & Gray Pkwy.	City/Battlefield Industrial Park	Industrial	Various
Blue & Gray Pkwy.	Braehead Farm	Agricultural	84 acres

Environmental Factors

There are areas of wetlands within the industrial park that must continue to be protected. Hazel Run must also be protected when drainage is addressed in the industrial park. This planning area also includes components of the Fredericksburg and Spotsylvania National Military Park.

Table 12-41. Preservation Areas in Planning Area 10.

Name	Size	Description
Fredericksburg and Spotsylvania NMP	64.5 acres	Battlefield terrain
Braehead	18 acres, with house	Battlefield terrain

Historic Resources

Planning Area 10 includes a portion of the Fredericksburg and Spotsylvania National Military Park that is accessed by a Park Service road called Lee Drive. Within the Park boundary is the Braehead mansion, which is privately owned but protected through a preservation easement held by the Virginia Department of Historic Resources. Most of Planning Area 10, including the

land within the National Park, was a battleground on May 3, 1863. The National Park Service, however, primarily interprets its holdings as the battleground of December 1862.

Table 12-42. Historic Resources in Planning Area 10.

Site Name	Period of Significance	Description	Ownership
Old grain road	Civil War	Ante-bellum road	City
Fredericksburg and Spotsylvania NMP	Civil War	Wooded terrain, earthworks	Federal
Braehead	Civil War	1850s dwelling	Private

Land Use Potential

The development and redevelopment opportunities are contained within the City/Battlefield Industrial Park. Several sites are large enough for major industrial uses. The City has been cautious about development within the industrial park because it does not want to compromise the integrity of the neighboring National Park.

Table 12-43. Land Use Potential in Planning Area 10.

Sub Planning Area	Acres	Current Zoning	Recommended Land Use
10A	84	I-2 General Industrial	Industrial
Blue & Gray Parkway Corridor	Various	I-2 General Industrial	Industrial/Commercial

Sub Planning Area 10A – This 84 acre tract is the remaining portion of the Braehead Farm that remains in agricultural use. The proposed use is industrial and access will be off Tyler Street. There are no plans to extend Belman Road into Spotsylvania County.

Blue & Gray Parkway Corridor – The Blue and Gray Parkway stretches across the center of the City and adjoining parcels have the potential to attract professional offices that seek to locate near a downtown, but need more room than a downtown can provide. These sites also have

ready access to Interstate-95, Dixon Street (State Route 2/17), Lafayette Boulevard (Business Route 1), and the U.S. Route 1 Bypass (Jefferson Davis Highway).

Infrastructure

Roads

The road network of the City/Battlefield Industrial Park has two points of entry, at the Blue and Gray Parkway along its northern boundary. Further access is blocked by the railway corridor to the east and by the National Park to the west. There have been discussions about opening a connection to the south, to Lansdowne Road in Spotsylvania County. This route has never been included in any roadway plans, neither regional nor local, as it would become a disruptive short-cut and compromise the Blue and Gray Parkway. The appropriate route for north-south travel is State Route 2/17, rather than through the industrial park.

The other north-south road in this planning area is Lafayette Boulevard, to be widened to a four lane divided road, with bicycle/pedestrian facilities. This road touches the Fredericksburg and Spotsylvania National Military Park at Lee Drive, but all rights of way will be accommodated without impacting the National Park.

Within the National Park, Lee Drive provides access for park visitors, but because of the inadequacy of roads like State Route 2/17 in Spotsylvania County, Lee Drive gets used by local commuters, which creates a safety hazard for park visitors. The Park Service has the authority to make Lee Drive a one-way route, which would properly address safety concerns. Such a step, though, will impact Route 2/17 and may accelerate attention to widening that two lane road to a four lane road in Spotsylvania County, to meet the four lane divided road that already exists within the City limits.

Trails

The planned trails in Planning Area 10 are located on the west side of Lafayette Boulevard. The City has indicated to the National Park Service that it is willing to provide a safe pedestrian crossing of Lafayette Boulevard at Lee Drive, but that it will not do so unless the Park Service agrees to such a link.

Traffic Calming

A traffic circle will be built along Lafayette Boulevard, at Lee Drive. This facility will accommodate the development west of Lafayette Boulevard and also serve the needs of

providing access to Lee Drive, within the Fredericksburg and Spotsylvania National Military Park.

Table 12-44. Transportation Summary for Planning Area 10.

Project	Location	Description
Lafayette Boulevard	Blue and Gray Parkway to the south city limit	Widen to a 4-lane divided road, with bicycle/pedestrian facilities
Roundabout/traffic calming	Lafayette Blvd. at Lee Drive	Establish roundabout

Land Use Planning Area 11:

Dixon Street/Mayfield

Physical Description

Planning Area 11 (Map 12-12) is bounded by the railway to the west, Hazel Run to the north, the Rappahannock River to the east, and the City/County line to the south. This area includes residential neighborhoods, Dixon Park, and the fairgrounds. Road corridors include the Blue and Gray Parkway and Dixon Street (State Route 2/17).

Goals

- Construct a community center at Dixon Park.
- Consider expanding Dixon Park toward the river, when the municipal treatment plant is relocated.
- Continue to develop appropriate screening between the Mayfield neighborhood and the railway corridor.

Map 12-12. Planning Area 11.

Existing Land Use

Planning Area 11 is characterized by several residential neighborhoods, the agricultural fairgrounds, and the recreational complex called Dixon Park. The municipal wastewater treatment plant is also in this planning area, adjacent to the river.

Table 12-45. Land Use Summary for Planning Area 11.

Corridor	Development Name	Type	Size
Dixon Street	Agricultural fairgrounds	Commercial	Approx. 30 acres
Dixon Street	Lincoln Terminal and other industries	Industrial	Various parcels
Dixon Street	Surgi-Center of Central Virginia	Medical	42,000 square feet
Dixon Street	Municipal treatment plant	Government	20 acres
Dixon Street	Dixon Park	Recreational	37 acres
Dixon Street	Mayfield	Residential	200+ single family homes
Dixon Street	Airport and New Kent Subdivisions	Residential	209 single family homes

Environmental Factors

Hazel Run constitutes the north boundary and the stream valley merits special attention and protection. The southern portion of the planning area is traversed by a tributary to Deep Run and there are extensive areas of adjacent wetlands.

Table 12-46. Preservation Areas in Planning Area 11.

Name	Size	Description
------	------	-------------

City-owned riparian land	22 acres	Riverfront land at Hazel Run
--------------------------	----------	------------------------------

Historic Resources

The northern portion of the planning area was a Civil War battleground, but the terrain has been much altered by the Blue and Gray Parkway and residential development. During the war years, a dwelling at what is now 1100 Dixon Street was a prominent landmark, known then as the Ferneyhough House. The existing frame building appears to have been built on the original foundation, but has deteriorated beyond economical repair.

Land Use Potential

The Mayfield neighborhood has opportunities for infill development. Similarly, the Dixon Street corridor includes several sites with commercial infill potential. The Agricultural Fairgrounds property is also zoned for industrial uses.

The City is exploring the feasibility of developing a joint wastewater treatment plant in partnership with Spotsylvania County. If this effort results in the abandonment of the existing municipal treatment plant, an expansion of Dixon Park to the Rappahannock River becomes possible. This expansion could provide the potential for a new state boat ramp and other recreational improvements.

Table 12-47. Land Use Potential in Planning Area 11.

Sub Planning Area	Acres	Current Zoning	Recommended Land Use
11A	41	R-4 Residential, I-1 Industrial	Industrial
11B	1.5	R-2 Residential	Recreational, as part of Dixon Park

Sub Planning Area 11A – This 41-acre tract includes frontage on Lansdowne Road. It is adjacent to the CSX railway as well as the Canterbury Subdivision. The site includes extensive wetlands and is a challenge to develop. Providing a road link between Lansdowne Road and the Canterbury Subdivision has been proposed, but rejected because it would bring cut-through

traffic into a residential area. The recommended land use is industrial, with due attention to the wetlands.

Sub Planning Area 11B – This small parcel is surrounded by the Dixon Park and has a deteriorating house accessed by Dixon Street. The site was a battlefield landmark, but the existing house appears to be a post Civil War dwelling, constructed on an older foundation. Proposed use is redevelopment as part of Dixon Park.

Infrastructure

Roads

This planning area is well served by Dixon Park as well as the Blue and Gray Parkway. There are no needed improvements to these roadways within the City limits, but as Dixon extends into Spotsylvania County it drops to a two lane roadway, which is entirely inadequate to local needs. Plans to make additional portions of Dixon Street/State Route 2/17 a four lane roadway are contained within the Regional Long Range Transportation Plan, but funding is not anticipated to be available for ten years. An alternative route being used extensively is Lee Drive, within the Fredericksburg and Spotsylvania National Military Park. The National Park Service is increasingly concerned about adverse impacts of so much traffic to park visitors and is considering making Lee Drive a one-way roadway. This step would enhance visitor safety and also allow dedication of a portion of the roadway to bicycle lanes. Since this park road was never meant to function as part of the areas roadway network, improvements to Route 2/17 would benefit from more immediate attention and funding.

Trails

Pedestrian access is provided between downtown and Mayfield/Dixon Park along excellent sidewalks lining both sides of Dixon Street, which also provide a safe route over Hazel Run. A riverside trail between lower Caroline Street and Dixon Park is contained in the Fredericksburg Pathways Plan (2006), but this route encounters a host of natural obstacles that will be very costly to overcome. Since the pedestrian connection is already established, the riverside route is not a high priority investment.

Traffic Calming

The residential areas in this planning area are laid out in a traditional grid pattern, which effectively diffuses traffic without the need for additional traffic calming measures. The pedestrian crossing at Dixon and McKinney Street should be monitored to ensure it maintains a high degree of safety.

